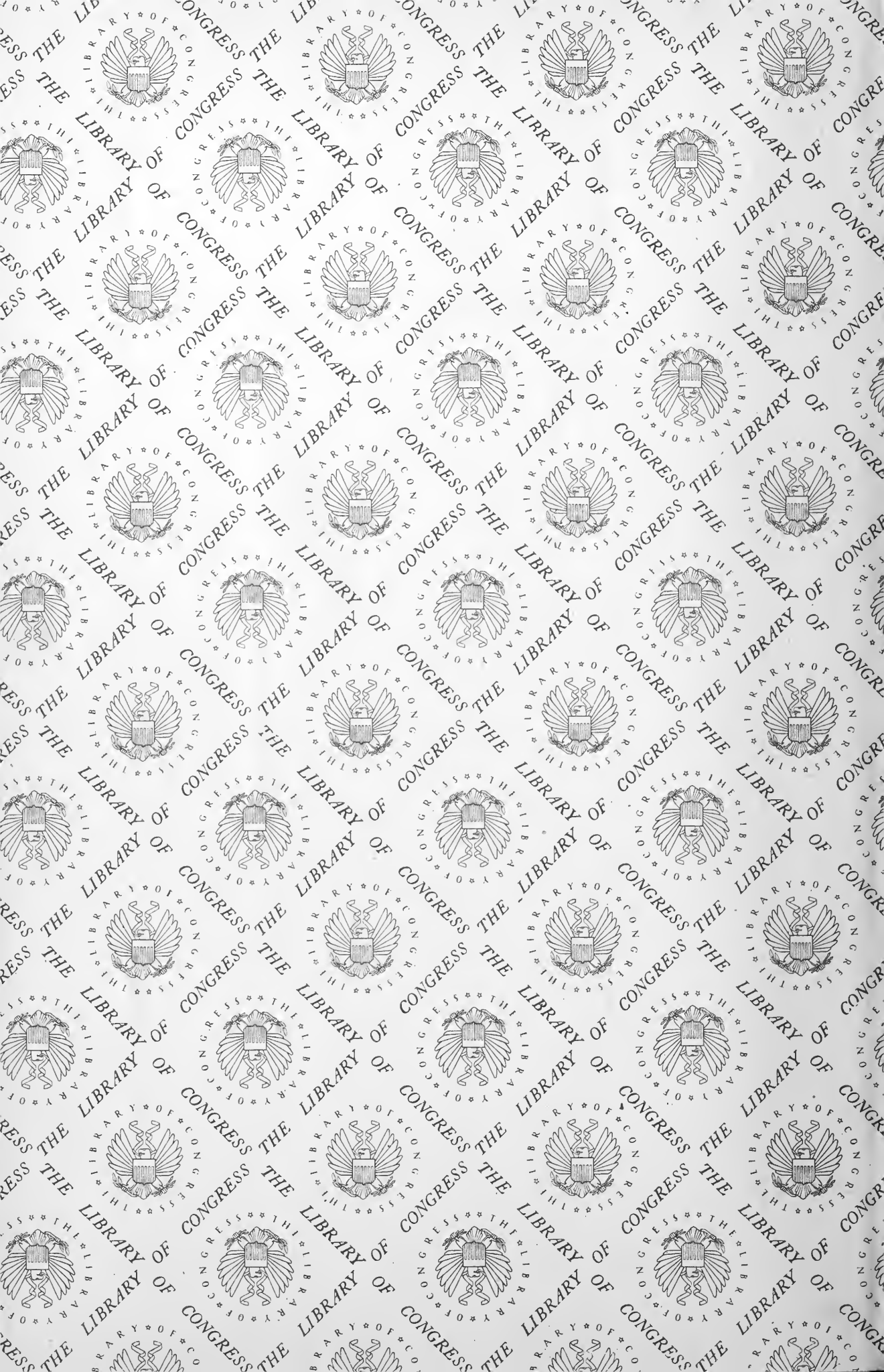
War Rations FOR Pennsylvanians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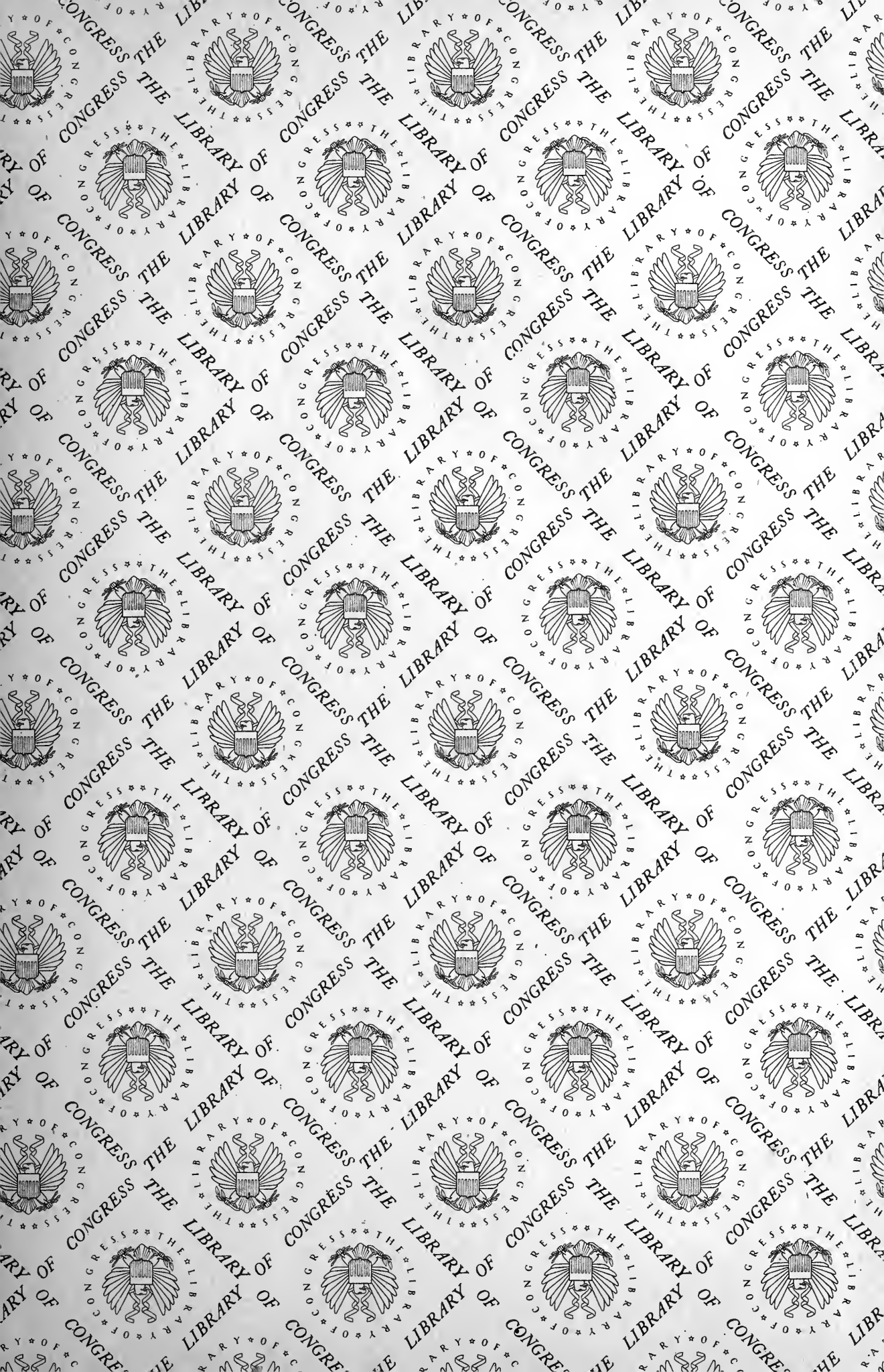
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HERBERT HOOVER
National Food Administrator

WAR RATIONS *for* PENNSYLVANIANS

THE STORY OF THE OPERATIONS OF THE FEDERAL FOOD ADMINISTRATION IN PENNSYLVANIA

INCLUDING PERSONAL AND BIOGRAPHICAL SKETCHES OF ITS OFFICERS AND MEMBERS, WITH DRAMATIC, HUMOROUS AND UNUSUAL EPISODES IN THE EXPERIENCE OF COUNTY ADMINISTRATORS DURING THE WORLD WAR

By

GEORGE NOX McCAIN, M.A.

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FOREWORD

This volume is not intended to be a statistical record of the work of the Federal Food Administration in Pennsylvania; a record that necessarily would be replete with prosy facts, arid figures, and dull reports of no striking value from the human interest standpoint. While a complete roster of volunteer chiefs, directors and administrators is given not every county is represented in the narrative. It was not so intended originally. There are counties in which no incidents outside the commonplace occurred; in others no reports were filed, and personal requests for information failed to elicit a response. These are omitted. There also may be disappointment that the names of volunteer assistants who rendered splendid and patriotic service are not included. This was found to be impossible, not alone because it would have defeated the purpose of the work, but because a list of all Food Administration volunteers in Pennsylvania would make a respectably sized volume in itself.

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Howard Heinz
Federal Food Administrator for Pennsylvania

GENERAL INTRODUCTION

This is a story of men who in the greatest period of trial and struggle that the United States has ever known laid aside for more than a year all business and professional responsibilities to assume, under governmental direction, a task that demanded wide experience, calm judgment, and capacity for exacting labor, without compensation or desire of reward of any kind whatever. Coincidentally, history presents no parallel to the world-wide conditions which demanded this service. Of all nations the United States was the most fortunate in having among its people men capable and willing to undertake this self-imposed task.

This, therefore, is the story of volunteers, a unit in the totality of states, who in the aggregate formed what will be known in the commonwealth's history as the Federal Food Administration in Pennsylvania. In their hands was placed the vital questions of food supply and food conservation, principally the latter, for the ten million people of the state; one-tenth the population of the entire country. Less than one hundred persons comprised the executive staff; a state administrator and his vice-administrator, twenty-four department chiefs and sixty-seven county repre-

sentatives. This was the directive force whose work was vitalized and rendered operative only through the unselfish and devoted efforts of hundreds of other patriotic men and women, the staff aids and assistants of the county administrators.

Among the chiefs of division forming the headquarters staff were men appointed because of their peculiar knowledge and experience in certain lines of food production and distribution. Experts, specially chosen because this same knowledge had contributed to their success in business life. In the selection of a chief of division or any other responsible official, no question of politics, religion or personal bias was permitted to intervene. The individual was drafted, his selection officially confirmed by Washington, and without even the nominal salary of one dollar per annum he entered upon his work.

It was the one civilian activity associated with the winning of the World War that was unaccompanied by colorful accessories, martial display, or inspirational music. No uniforms, insignia or chevrons were worn by its members as distinguishing marks of official position. The emblem of the National Food Administration was a seal consisting of a shield of the national colors on a groundwork of gold, surrounded by a wreath of wheat embossed in yellow on a circle of white. This in form of a button five-eighths of an inch in diameter, mounted in gold, was usually worn by executive officers and county administrators,

though its significance as a badge of office was nullified by the fact that these buttons in celluloid and base metal were manufactured by the million and offered for sale and worn indiscriminately throughout the country.

Being preeminently an organization of civilian volunteers, this idea of service was carried to the last extreme. The sole exceptions were the clerical assistants, practically all of whom were women, who were paid prevailing war time salaries. In almost every county in the state, however, young women of leisure, older women who could be spared from the home, and high school students, gave their time ungrudgingly in this capacity. Every county administrator had on his official staff from five to fifty volunteer workers of both sexes. Some of these, under stress of circumstances, or the necessity for earning a livelihood, could devote but a portion of the day to food administration work, but the vaster number practically devoted all their time to the service. Individuals, real estate firms, and business men in many instances gave offices rent free; in many counties the administrators not only devoted their entire time to the work, but contributed liberally from their private funds for current expenses.

Unlike the personnel of other civilian war activities the very nature of food administration work demanded the services of experts in all lines of production and distribution that had to do with food commodities. Experts not only in produc-

tion, but in the marketing of every staple that formed a part of the daily ménu of the American home; whose knowledge of crop conditions extended over a period of years and who were willing to place the sum of their experience at the disposal of the administration.

In Pennsylvania the list of volunteer experts embraced men familiar with the supply and demand of farm products, perishable fruits and vegetables, and mill and refinery products of flour and sugar, including transportation facilities and trade distribution. Almost without exception the men chosen for this work either as chiefs of division or expert counsellors, had devoted years to the study or handling of these commodities. Some of them controlled great business enterprises directly or indirectly connected with the manufacture or distribution of food in its varied forms. While criticism of trade experts arose at intervals in other sections of the country, in the Federal Food Administration in Pennsylvania there was not a single instance in which any one of its volunteer technical advisers withheld information of value or declined to proffer helpful advice to the solution of complex problems. It was a matter of personal knowledge to every member of the headquarters staff in Philadelphia that in numerous instances specialists suggested official action that was distinctly inimical to their own business and financial interests. The knowledge that men of commanding positions in

certain trade lines were supplying the administration with inside information, undoubtedly had a salutary effect upon smaller and less patriotic dealers who, otherwise, might have taken advantage of market conditions to profiteer at the public expense.

The vast extent of the administration's work, the diversified interests which it was compelled to recognize, and at times direct and control, can be appreciated only in the enumeration of some of its headquarters divisions, each under a separate director or chief, but directly responsible to State Administrator Heinz, viz., food supply and distribution; railroad traffic; supervision of retail stores; hotels, eating houses, clubs and cafés; supervision and direction of bakeries; milk and ice distribution; flour, sugar and meat survey, their supply and distribution; examination and auditing of books and accounts of mercantile and manufacturing establishments and price interpretation. In addition there were agricultural co-operation, dairy husbandry, and grain threshing. Among other divisions of co-ordinated activity was the maintenance of a Legal Department or Division of Enforcement, with chief counsel and associates to pass upon and interpret the numerous government rulings. A trial court was maintained by this department for cases of violation of regulations and the imposition of penalties. There was a division of investigation and secret service; of county inspectors; and public education in food

conservation. A food conservation railroad train visited every county in the state carrying a group of domestic science experts to present another phase of administration activity. There was work among state libraries, colleges and universities, public schools, churches, sabbath schools and secret societies; a woman's state organization was perfected and a woman's food army was organized in Philadelphia.

The above does not comprise all of the divisions nor the full list of departmental activities into which the work of the administration was divided. Intimate co-operation was maintained with the State Departments of Agriculture and Labor, the Farm Extension Bureau and the State College. A chain of curb markets was established over the state where farmers, in the interest of economy and the conservation of food, were encouraged to sell directly to the consumer without the intervention of middlemen.

Newspaper publicity was the direst punishment, from the offenders' standpoint, that could be inflicted. In Philadelphia, where violations of the food laws were prevalent, prayers and entreaties were of no avail to save the guilty from this deserved penalty. Every artifice that the slacker could invent or the cunning brain of his legal adviser devise was resorted to at times to keep the names of those convicted of violations out of the newspapers. One concern offered $10,000 if its name could be omitted from

the public prints as among those found guilty.

There were, undoubtedly, occasions when the criticism was justified that the sentences inflicted upon food law violators were not in proportion to the gravity of the offense. Yet it should be remembered that in the large cities, where the administration was subjected to covert and vituperative attacks, refusals to observe the regulations were confined principally to the ignorant and the alien. In a number of cases, not alone in the large cities but in mining and manufacturing centers of large alien population, the offenses were committed because the offender assumed that everybody else was equally guilty. The number of second offenses, taking into account the total number of food law violations in the state, was comparatively small. The disgrace of being pilloried in the press and compelled to hang a placard in the shop window emblazoning the fact that the place was closed for violation of food regulations, had a deterrent effect upon shopkeepers who for the sake of paltry gain would, otherwise, have taken another chance at attempting to deceive the administration.

It was an appreciation of the difficulties in the enforcement of exacting regulations equally applicable to every household and individual in the state, that rendered Howard Heinz and his associates particularly careful in the selection of men to be county administrators or chiefs of division.

How were selections for these responsible positions made?

It was a sort of endless chain procedure. If it was found necessary to organize a new division or to divide the work of a large one into two, thus requiring the selection of a new chief, some member of the staff usually recalled the name of an individual who had the necessary ability and experience to qualify for the position. These appointees in turn suggested others. The individual, usually a man active in business life, was invited to headquarters for a conference. The plea was sometimes advanced:

"I cannot leave my business. I recognize the necessity and the fact that every man in this crisis should do his duty, but isn't it possible for you to find some one else who is not carrying the load of responsibility that I am? To undertake this work will mean serious financial loss to me."

And the headquarters' reply was:

"It is because you have great responsibilities and are a busy man that you have been chosen for this work. You would not be busy if you were not successful. We have got to have a man of your ability and experience in charge of this division. Shift your responsibilities to the shoulders of your business associates. You would be compelled to do this if you were within the draft qualifying limit and were conscripted for service in France. You have been drafted for service in the Food Administration and you are

expected to take your place with other men who have undertaken service in the organization under conditions similar to your own."

And this argument invariably won.

There were not more than one or two men who escaped this civilian conscription. Two chiefs of division at headquarters resigned to undertake other government service where they felt a greater need for them existed. Others, although exempted from the draft, resigned to enter the army. In the entire force of the Food Administration at headquarters there were but two cases of men eligible for military service who did not resign. One was rejected and the other was retained because of peculiar ability required in connection with administration work.

In the selection of a county administrator suggestions were invited from the leading business and financial interests of the county. In several instances men who had been county chairmen of the Committee of Public Safety were appointed and filled the dual positions. Usually a discreet system of inquiry was inaugurated as to character, standing in the community, probity and sound judgment. A member of the Executive Council, familiar with the county, visited it and conducted the inquiry after which, the report being favorable, the gentleman was asked to accept the position. In no war work did politics play such an unimportant part. A man whose appointment was urged by a political leader for a position of

responsibility instantly fell under suspicion. The work demanded a high degree of business or professional ability, not political acumen or skill. Yet in the Executive Council of the administration were representatives of every political party: Republicans, Democrats, Progressives, Prohibitionists and Single Taxers. It was not a question whether a man was a Democrat or a Republican; the paramount issue was, "Is he capable of handling the job?" "Can he put it over?"

On one occasion a member of the Philadelphia bar appearing for a client who had been a persistent violator of administration rules, fortified himself with a letter from a prominent state leader, a fact he discreetly announced to the chief of one of the important divisions.

"I'd advise you to keep that letter in your pocket," said the official. "It'll certainly not do your client any good, and it may injure his case. This is war, not politics."

The letter never saw the light of day so far as any member of the administration was aware.

Nor did the question of wealth or social position influence the selection of the individual. There were men serving in the organization whose modest income rendered their activity a great sacrifice; there were others who were masters in the world of finance and who not only contributed their services, working longer hours and under less congenial conditions than they had ever done before, but in addition bore all the expenses of

office management supplemented from time to time by liberal contributions to other phases of the work.

While the law of the Food Administration required that every administrator or chief of a division must be a volunteer serving the Government without salary, there were hundreds of other men and women in the state equally as patriotic serving as volunteers in less responsible but none the less necessary positions. With the exception of a secretary or perhaps one or two stenographers, every county administrator organized his staff on the basis of volunteer service. The monthly expenses of some of the county administrators seemed ridiculously disproportionate to the amount of work performed and results accomplished.

The administration in Pennsylvania was particularly fortunate from the outstart in receiving liberal aid from the state fund of the Committee of Public Safety and Council of National Defense. It would have been impossible otherwise to have maintained the high standard of efficiency which was the administration's distinguishing characteristic. One of the finest records made by Pennsylvania in its contribution to the winning of the World War, next to that of its sons in the field, was the liberality with which it assisted in financing the Federal Food Administration work within its borders.

In an organization the size and character of the Food Administration it would have been little

short of the marvelous not to have found occasions for misunderstandings among men of diversified views, temperament and training. There were one or two instances of county administrators in which an exaggerated idea of their own importance led them to place their own interpretation upon Washington's rulings; but they were soon brought to a realization of their error.

That criticism should be directed against the administration was inevitable. Adverse criticism subdivided itself into three classes: First, from pro-German or pacificist sources; second, from those who had violated food laws and suffered accordingly, and third, from individuals who declaimed from lack of proper information concerning administration work. All such railing, as a rule, made its devious way by the spoken work through the channels of street gossip. The newspaper press, which was kept intimately informed of the actions and purposes of the administration, was in a position to speak impartially and threw its vast influence on the side of the administration with a power for good that was incalculable. Not that the newspapers refrained from criticising or censuring the judgment that dictated certain rulings, but the knowledge that it was a war necessity whose reflex action might tell mightily on the fate of civilization, tempered their utterances to a point where the animadversion became helpful comment.

The conspicuous position that the Pennsylvania

organization held in the esteem of Washington was predicated not alone upon its efficiency, but for the reason that in several notable instances, through the acumen and farsightedness of its chief counsel, Charles J. Hepburn, Esq., it had devised machinery for the punishment of food violators so perfect, that it was impossible for this traitorous element to escape. The "unfair order" devised by Mr. Hepburn was first put in operation in this state and was adopted by Washington and extended to every other state in the union. In connection with its operation the "Red Cross Penalty," another of his clever expedients, had its first imposition in this state. The farseeing plans of Herbert G. Stockwell, Chief of the Division of Audits, for revolutionizing retail trade to the benefit of those engaged in it as well as to the consumer, made a profound impression in Washington. These, combined with the unceasing activity of the organization, the perfection of its machinery, and the constant succession of new ideas evolved, rendered Pennsylvania conspicuous among the states.

The most notable tribute to the character of the personnel of the Pennsylvania organization was the proffer of high executive positions in Washington to members of the headquarters staff. Only one of these was accepted; the appointment of Howard Heinz to be Director of Food Relief for Southeastern Europe, with headquarters in Constantinople. This position was not accepted

until it became apparent that the activities of the Food Administration in Pennsylvania were practically at an end and that a new field among the stricken countries of Europe presented itself for the exercise of his remarkable abilities as an organizer.

CHAPTER I

ORGANIZING THE ADMINISTRATION.

Appointment of Howard Heinz as Food Administrator for Pennsylvania—Forming A Volunteer Working Force.

The genesis of the Federal Food Administration in Pennsylvania was devoid of the romantic or unusual. Its foundations were laid months before the Act of Congress called the National Organization into existence. Preceding and following the declaration of war against the Hun there came chronologically:

The appointment by Governor Martin G. Brumbaugh in March, 1917, of a Committee of Public Safety. Its organization into fifteen departments or committees by its Chairman, George Wharton Pepper, Esq., with Howard Heinz of Pittsburgh as Director of the Department of Food Supply.

An act of the Legislature in May, creating a Commission of Public Safety and appropriating $2,000,000 for state defense and the exigencies of war.

The Committee of Public Safety early in August, 1917, became known as the Council of National Defense and Public Safety.

The creation of a United States Food Administration under Act of Congress, August 10, 1917.

The appointment in September, 1917, of Howard Heinz, Director of the Food Supply Department of the Committee of Public Safety to be Federal Food Administrator for the state.

It was on this foundation that the great structure of the Federal Food Administration in Pennsylvania, with its diverse interests, had its beginnings.

It is doubtful if Howard Heinz, the man who organized and carried this work to successful completion, really visualized at the time of his appointment the magnitude of the task that was to develop under his hands. Four months of experience as Director of the Food Supply Department of the Public Safety Committee had afforded him an insight into methods of state organization, and strengthened his grasp upon essentials. The federal work, however, was something immeasurably larger and more potential; behind its mandates and rulings loomed the majestic power of the United States Government.

The man selected first as Director of the Committee on Food Supply in the Pennsylvania Safety Organization, and later as food administrator for the state, was a Pennsylvanian by birth whose entire business career, in association with his father and brothers, was that of a manufacturer of food products, H. J. Heinz Company of Pittsburgh, with branch factories throughout the United

States and Canada, being the largest of its kind in the world. The establishment was founded by the elder Heinz in a small way years before the future food administrator was born. From this modest beginning came the vast concern with its organized powers of distribution and its sales agencies all over the world.

The selection of Howard Heinz was a fortuitous choice. Not only familiar with important phases of the food question, he was so situated with the accessory of an ample fortune that he could adjust his business interests in such fashion to enable him to devote his entire time to the demands of his Government. There were criticisms over his appointment, just as there were complimentary references based on his known integrity and fitness for the place. The animadversions were short-lived. The career of Howard Heinz in his official position emphasized the fact that the adverse criticisms were based upon unfounded misconceptions. There are temperamental characteristics which in every human are manifested as individual traits inseparable from his personality. Howard Heinz, let it be frankly said, possessed no more of these than any other red-blooded man whose development had been along business lines of an exacting daily experience. He knew men. He was a tactician. In the face of difficulties, and they were of daily and ofttimes of hourly occurrence, he was at once a diplomat and a fighter. Upon one occasion it became necessary

to display to a certain firm the iron hand within the velvet glove. The revelation was a surprise to him, but the report of the chief of the division revealed the ugly facts.

"That concern has been one of the best customers of our firm for years. I'm sorry for them, but if you are sure of your facts go after them. They deserve no consideration whatever under the circumstances."

Of medium height, slender, cordial and sympathetic in his intercourse with men, never brusque or given to the use of expletives, with a keenness born of experience that readily gave him an insight into the motives of men, the consensus of opinion of those intimately associated with him during his official career was that of a man peculiarly fitted for the position which he so successfully filled to his own honor and that of his government.

The evidence of the high personal esteem in which Mr. Heinz was held by his associates was manifested toward the close of his administration in the presentation, at the Bellevue-Stratford Hotel, Philadelphia, of a silver service, the gift of members of the Executive Council and the County Administrators of the state.

The events antecedent to his appointment as food administrator for Pennsylvania can be dismissed with brief reference. His first act after his appointment as director of the Department of Food Supply of the Committee of Public

Safety was the selection of an Advisory Committee of sixteen selected from men prominent in the business and professional life of the state. They included Lewis S. Sadler of Carlisle, who filled the responsible position of executive manager for the Committee of Public Safety and whose abilities were later recognized by Governor Sproul in his appointment as State Commissioner of Highways; J. S. Crutchfield, who became vice-food administrator under Mr. Heinz; Hon. E. L. Tustin of Philadelphia, former state senator and city official of Philadelphia; Hon. E. V. Babcock of Pittsburgh, a prominent business man and former mayor of that city; W. L. Clause, also of Pittsburgh, and A. W. Mellon, conspicuous in the financial life of that western metropolis; Hon. Frank B. McClain, lieutenant-governor; Hon. Joseph Buffington, of the United States Court; M. E. Bushong of Quarryville, subsequently food administrator for Lancaster County; J. Russell Smith of Philadelphia; C. B. Ewing of Mount Union; John MacSparren, head of the State Grange; Prof. M. S. McDowell, noted educator and publicist of State College, and Mrs. Charles M. Lea who, later, became chief of the Woman's Division of the Food Administration, a position she filled with distinguished success.

Headquarters were established in Philadelphia. This provoked a protest from those who felt that being a native of Pittsburgh, the director of the department should have located his headquarters

in that city. In default of any information from Howard Heinz on the subject, it is presumed that a desire to render the fullest service in his new position prompted the decision. In Philadelphia he was in direct touch with every prominent interstate line of communication by rail and river, and a market whose sources of supply were drawn from three famous gardening states in the East. The personal equation in the decision doubtless was that in Pittsburgh he would be in closer touch with business associates which would encourage the intrusion upon his time of extraneous matters to the detriment of his official duties. J. S. Crutchfield was made vice-director of the Department of Food Supplies. As one of the most successful merchants in the country, specializing in the marketing of fruits and vegetables that embraced products from the orange groves of California to the potato fields of Aroostook County, Maine, his grasp upon the Pennsylvania situation was instant and comprehensive.

Three cardinal principles were adopted by Mr. Heinz as an undeviating working rule, viz.:

To increase the food productiveness of the commonwealth.

To conserve its food supply and reduce its waste.

To facilitate food distribution and marketing.

These principles can be recognized as the essence of all that the Food Administration subsequently attempted and achieved.

Rapidly summarizing this period of pre-administration work, food supply chairmen were appointed in every county; they in turn appointed committees throughout their districts. Farm work was well advanced before these organizations were perfected, yet where requests were made for fertilizers, implements, seed and labor, they were supplied as far as possible. People were urged to cultivate vacant land. City war gardens were planned. Informative literature, posters, bulletins and placards were exhibited and leaflets by the hundred thousand were distributed with inspiring suggestions. Community markets, the precursors of the curb markets of administration days, were encouraged where farmers could dispose of surplus stocks that were too valuable to throw away, yet not valuable enough to ship to distant markets. Unconsciously, the people under the inspiration of the Committee of Public Safety of which Geo. Wharton Pepper, descendant of the first chairman of the first Committee of Public Safety in the historic dawn of the republic, was chairman, with eager hands were laying the foundation of a greater structure.

The clamor of the war tocsin as the days went by could not drown the cries of protest that went up from every part of the country over the rapidly advancing prices of food commodities. It became apparent even to the less astute that remedial legislation must be enacted to prevent a carnival of profiteering. Herbert Hoover, the Californian

mining engineer who had driven the wolf of famine from the door of Belgium, was looked to as the new Joshua that was to overthrow the Midianites of profiteers. Men in Congress with the wider vision took up the question and on the 10th of August, 1917, the act creating a National Food Administration became a law, and Herbert Hoover was appointed food administrator for the nation. His Belgian experience had prepared him for the position. Organization was his master key.

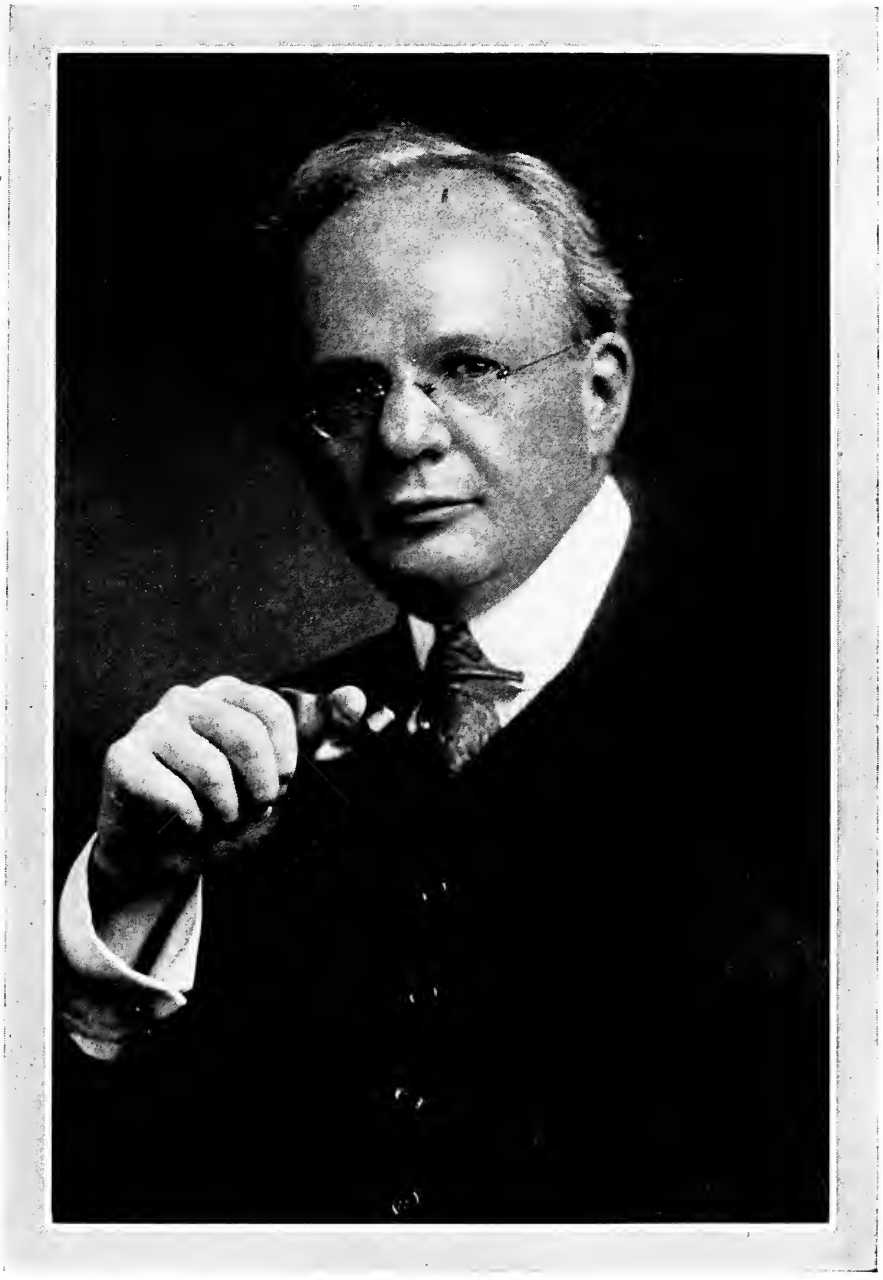
The Food Administration edifice began rising with the celerity of a modern steel skyscraper. Howard Heinz was the one conspicuous name suggested at Washington for state food administrator. It was a suggestion born of the work that had been accomplished under his direction in organizing the forces of food supply and distribution in Pennsylvania. The groundwork for the greater structure of the Federal Food Administration was already in place. The appointment of Mr. Heinz was made in September by President Wilson, through the advice and suggestion of Herbert Hoover. He retained to the end his position of director of the Food Supply Department of the Committe of Public Safety of Pennsylvania, associating with it the larger service of Federal Food Administrator for the state. With a common purpose and a complete absence of conflicting interests the harmonious blending of these vast economic activities was maintained to the end of hostilities.

An office, twelve by twenty feet in size, in the Morris Building in Philadelphia, was secured as the first headquarters of the administration. It was a workroom rather than an office. In the limited confines of the room two desks and a table were installed. Mr. Heinz for weeks after his appointment retained his personal headquarters in the Finance Building, visiting the administration office only as conditions demanded. And here was witnessed the birth of the volunteer system of war service that particularly characterized this great war work. W. C. MacBride and W. W. Eliason undertook the temporary organization as volunteers. Mr. MacBride active, incisive, with a background of business experience extending through years, had the office management; Mr. Eliason, another graduate of the school of experience in Philadelphia business life, and to whose unfailing courtesy members of the administration forces were greatly indebted, assisted in the work; J. A. Finley, president of a lumber concern, was in charge of books and accounts. In describing the experiences of that era of small beginnings, one member of the trio said:

"We had scarcely taken possession of the room when work for double our force began to accumulate. Mail began piling in. From a merely clerical force designed for routine office work, the situation evolved to where it became necessary to interpret rulings from Washington. The people, new to the changed conditions, were writing letters by

the hundreds demanding explanations or making protests. It was August and unusually warm, but the job held the charm of novelty and it was not unusual for members of our little force to work till ten and eleven o'clock at night. Our first relief came with the appointment of Chas. J. Hepburn, Esq., as Counsel to the Administration. He lifted the burden of interpretation from the shoulders of one our force. Even then the labor imposed upon Hepburn was such that he, too, was compelled frequently to remain until nearly midnight at his desk. In the interim the clerical staff was growing. There was a hesitancy about the employment of women in the work, and a tendency to regard it strictly as a man's job. This lasted but a short time, or until it was made clear that woman's efficiency in certain positions was equal to every demand."

The administration offices were maintained in the Morris Building during August and September, 1917. Before more commodious quarters were secured in the Bulletin Building, the administration's mail was increased prodigiously by the output of propaganda, instructions, and rulings from Washington. The work of investigating violations of the new food laws was gotten under way, after Mr. Hepburn had organized a staff of legal assistants to deal with questions of enforcement and interpretation. The divisions of supply, office management, and of government licenses



Charles J. Hepburn
Chief Counsel for Pennsylvania

were organized and when the new and more spacious headquarters on the fifth floor of the Bulletin Building were opened, there likewise opened a new vista for the Federal Food Administration in Pennsylvania.

CHAPTER II

THE EXECUTIVE COUNCIL.

An Intimate View of a Body that Handled Some Great Food Problems For Pennsylvania.

The distinctive feature at headquarters was the Executive Council, which met every morning at nine o'clock. Administrator Heinz presided and directed the conduct of its affairs. It was composed of the vice-administrator, the administrator for Philadelphia, and chiefs of divisions. Occasionally a technical adviser was in attendance. If a county administrator happened to be in the building during a session he was invited in. With these exceptions no other person was permitted to be present. It was understood that all deliberations and discussions were confidential and not to be discussed outside.

The first meeting of the council was held when the administration offices were moved to the Bulletin Building. The organization was perfected after the manner of the council at food administration headquarters in Washington, where Mr. Hoover or in his absence Mr. Hallowell, presided. It afforded an opportunity to discuss

J. S. Crutchfield
Vice Food Administrator for Pennsylvania

matters of administration, encouraged diversity of views, and in its advisory capacity was helpful to the state administrator in formulating whatever policies were necessary to the prosecution of his work. The one great advantage, however, was that it economized the time of the administrator. Instead of being compelled to listen to suggestions, queries on management, and the various details of each division's routine, every man brought his troubles to the council where they were discussed and rapidly and satisfactorily disposed of.

At the beginning, the hour of meeting was fixed for 8.30 in the morning, but this was found to be inconvenient owing to the fact that several members resided in the suburbs, or at some distance from the city, and it was impossible, due to congestion of war traffic on the railroads, for them to reach the office at that hour. Nine o'clock was finally determined upon, and on certain mornings 9.15, as the hour of meeting.

The council met in Mr. Heinz's private office. It was a large room, twenty by twenty, at the northwestern corner of the fifth floor of the Bulletin Building. The members at first were very prompt in assembling, but as the weeks went by and the functions of the administration widened, there were frequent absences and, with two or three exceptions, considerable tardiness in getting to the meeting. When the offices were removed to the eleventh floor of the Finance Building the council had increased almost to

double its original size by the organization of additional divisions. Tardiness at the daily meetings became for a time more general, until by unanimous consent a unique rule was adopted, and strictly enforced, which compelled an attendance that would have been otherwise impossible to secure. Nine o'clock sharp was fixed as the hour. Every member who was not in the private office of the administrator at that hour was fined one dollar. It did not matter whether the delinquent was just outside the door, or was half a minute or half an hour late, the fine was imposed just the same. No excuses were permitted. A late train, a long-distance call on the telephone, a garrulous visitor, or even a slight indisposition were not accepted as valid excuses for tardiness. Mr. Heinz, from his desk—his room looked directly out upon Penn Square and the City Hall clock tower—could note the exact time; usually two or three members stood near the windows, watch in hand, timing each arrival.

On one occasion a member offered the excuse, which was not accepted, that owing to an appointment with his dentist it had kept him in the chair until it was impossible to reach the office on the instant of nine. On several occasions Vice-Administrator Crutchfield, who had brought his family from Pittsburgh to Atlantic City for the summer, was delayed by poor train service; but this served as no sufficient excuse, and profiting by his experience, he made it a rule thereafter

to take an earlier train. Jay Cooke, on another occasion, received a long-distance call five minutes before nine, from the Chief of the Legal Division in Washington. The conversation over the wire did not end until five minutes after nine, but the Philadelphia administrator was compelled to deposit a crisp one-dollar bill on the shining surface of Mr. Heinz's mahogany desk when he finally reached the council room. Several crafty chiefs of division, who resided twenty-five miles or more from the city, and who were compelled to rise at an hour that would have been considered very unseasonable were they attending to their own business, got their heads together and cunningly arranged a method to evade the fine on occasions when they were late. It was very simple. They did not attend council meeting on those particular mornings, and, as the fine was exacted for tardiness only, they were each one dollar to the good when their trains were late.

The money thus collected was the only cash ever received by the United States Food Administration in Pennsylvania that did not go into the coffers of the Red Cross. When sufficient had accumulated, Mr. Heinz's private secretary, Maurice Lacy, would purchase a box of cigars which was placed on the desk free to every member of the council.

There were several members who preferred a pipe to the most fragrant Havana. Willock was

wedded to a particularly disreputable looking dudheen, black, with corrugated edges, a straight stem and a drawing capacity like the chimney of a chemical works. Hepburn was the possessor of a French briar. He was an inveterate smoker. He carried with him in his vest pocket a small array of diminutive nickel tools an inch long on a ring attached to his watch chain. With one he would prod the tobacco into the bowl of the pipe; with another he would loosen up the mass when it became compact; the third was a general purpose instrument sacred to the mysteries of pipeology. Dow, Dunn, Jay Cooke and Stockwell were inveterate cigar smokers. Cooke always used an elongated cigar holder of heavy white paper, which he discarded with the remnant of his cigar. Crutchfield, Rasmussen, Haller, Tyson and King never smoked in council. Wright, Shallcross and Smith rarely smoked. Frazier, I never recall having seen smoke in council, although Elcock, McCain and Beerits would occasionally indulge in this direction. It was interesting to hear the protests of the non-smokers against enforced contributions to the cigar fund by fine. There were impassioned appeals to the fairness of the individual members of the council; there were vigorous and pathetic requests to "have a heart;" but all were in vain; in the end the one dollar was deposited on the table and credited to the fund.

Administrator Heinz presided at the meetings

and in his absence Vice-Administrator Crutchfield took the chair. When both were absent then the Chief Counsel C. J. Hepburn, or Jay Cooke called the meeting to order. In the center of the room were two large mahogany desks, with flat polished tops, placed side by side. On one side sat Mr. Heinz and directly opposite either Hepburn or Cooke. The bareness of the walls was relieved by a framed picture of Herbert Hoover and two of his assistants. There were two other group pictures of gatherings of administrators in Washington. One entire side wall was covered by a map of Pennsylvania. The members arranged themselves around the room without any special reference to seniority or official position. Usually Cooke sat to the right of Howard Heinz, Hepburn at the desk directly facing the administrator, the other members forming a circle or semicircle around the room.

The members represented, in fact and in ancestry, every section of the country and every line of descent, from the patroons of New York, represented by Dunn, to the new, virile blood of Western Europe, red and aggressive, in Rasmussen; the keen business and practically philanthropic strain of Heinz; the ancestry of great financiers of Cooke; the Quaker of Shallcross; and the Scotch-Irish in Smith. There were Yankees of blue New England blood, like Dow and Stockwell; Southerners whose kin had fought under

the stars and bars, like Crutchfield; products of the great Middle West, like King; and with them all descendants of the Irish of the 30's and the sturdy strain of Pennsylvania Dutch. By way of religion there were Presbyterians and Catholics, Baptists and Methodists, Lutherans and Episcopalians, Disciples and Reformed, Quakers and Swedenborgians.

It was Heinz that led off with the daily outline. It was Hepburn who brought the meeting up standing, a right index finger pointed to some particular insistent member, with the expression, "Now just a moment. Have you considered this fact?" And then came an exposition of the law or some new slant on the psychology of the situation. Cooke usually interjected some clean-cut observation, the view of the business man, or if the subject was agricultural it would be Rasmussen who in his direct unemotional way would exclaim, "I think you're on the wrong track;" and then Philips and Tyson would endorse his view. Mayhap it would be Willock ever on the lookout for the weak spot in a proposition, who would thrust out an aggressive jaw with the warning, "Don't let 'em fool you," or the complaisant Dow bearing conciliation in his tone who would remark: "There's another side to this question and it's this," followed by a new angle on the subject under discussion. There were divergent opinions, too, vigorous and emphatic, but never acrimonious. There was confusion at

times when all spoke at once and the administrator after a while, with a patient smile, would restore order by a knock with a paperweight and the remark, "Come now, gentlemen, let's get back to the original proposition." It was all an expression of the earnestness of men intense upon great issues.

The proclamation of the armistice took a lot of enthusiasm out of the work and the meetings of the council became less interesting and less important as the weeks drifted by toward the beginning of 1919. Personal interests began manifesting themselves and absenteeism grew rapidly. The fine for tardiness was abandoned, the attendance grew smaller and smaller and at the final meeting in January, but five members were present.

The last meeting of the Executive Council in February, 1919, was presided over by Jay Cooke. Only a little handful of the original staff was present. They had returned to civic life. Heinz was in Turkey. Cooke spoke the final words that disbanded the organization, briefly and to the point:

"Gentlemen, I think our work is done. I thank you on behalf of Howard Heinz for your faithfulness. I am ready to entertain a motion to adjourn sine die.

With the passing of the Executive Council, the Food Administration practically ceased to exist. The sole remaining work consisted in closing up

the various business affairs. And thus came to an end one of the most interesting bodies that ever existed in Pennsylvania and one which was a powerful unit in the civilian war work in this country.

CHAPTER III

UNPUBLISHED INCIDENTS.

Anecdotes and Episodes of Headquarters Routine—How the Preliminary Flour Survey was Precipitated.

Could Master Francis Rabelais, during the period of the administration's activities, have returned from out the mists of three centuries and journeyed from city to city and county to county in the state of William Penn, he could have gathered from the daily experiences of administrators enough material to have embellished a score of Pantagruelian histories. Each day produced its prolific toll of tales of the odd and the humorous; and yet every one of them interwoven in the warp of the mighty world conflict beyond the seas. This, however, is a plain tale. There is no garnishing of rhetorical flourishes around its edges. Its material has been gathered, in many instances, from personal contact with county administrators; some the result of acquaintance or friendships extending over a period of years.

Unfortunately innumerable experiences, not only of dramatic but historic interest, have been lost

because the official did not possess the news perspective of ultimate value. And so in weaving these narratives into a continuous story little attempt has been made to arrange them in sequence of similarity or geographical subdivision. Episodes at Philadelphia headquarters are recorded without special regard to chronological arrangement in the narration. After all, as a great writer has observed, "history is the recital of incidents and anecdotes." He might also have added biographies.

Conditions surrounding the work of the administration did not readily lend themselves to incidents of the somber or pathetic, yet now and then some such one obtruded itself into the life at headquarters. Two or three members of the force will, doubtless, never forget one contribution to their memory of administration days: the plainly dressed woman, with care-shadowed face, who made her way into one of the offices when they were in the Bulletin Building.

Anger and tears were in her eyes; mental suffering and indignation struggled for the mastery in her expression. In her hands she carried a crudely wrapped something in half of a newspaper. It was during the period when every member of the administration from Mr. Hoover down to the humblest township worker was urging upon the ten million the imperative need for conservation of flour and the necessity of guarding against its slightest waste. The exodus of our armies to the

fields of France was then beginning to impress the people with the magnitude of the task we had undertaken. The people in the churches, the children in the public schools, the housewives, the hotel chefs, everybody, were urged not to let a scrap of bread be wasted or carelessly thrown away. With trembling hands the woman unwrapped the newspaper and disclosed a quarter of a loaf of perfectly good bread a trifle stale.

"Look," she exclaimed, thrusting it forward for inspection, in a voice trembling with emotion. "Where do you think I got this? Out of a garbage can on Walnut Street. It's an outrage. Our boys on the other side need flour and bread; the people of France need it, and the Food Administration is telling us we've got to save; then look at this." Her voice had risen to a strident little wail and the clerks and officials saw that her eyes were full of tears.

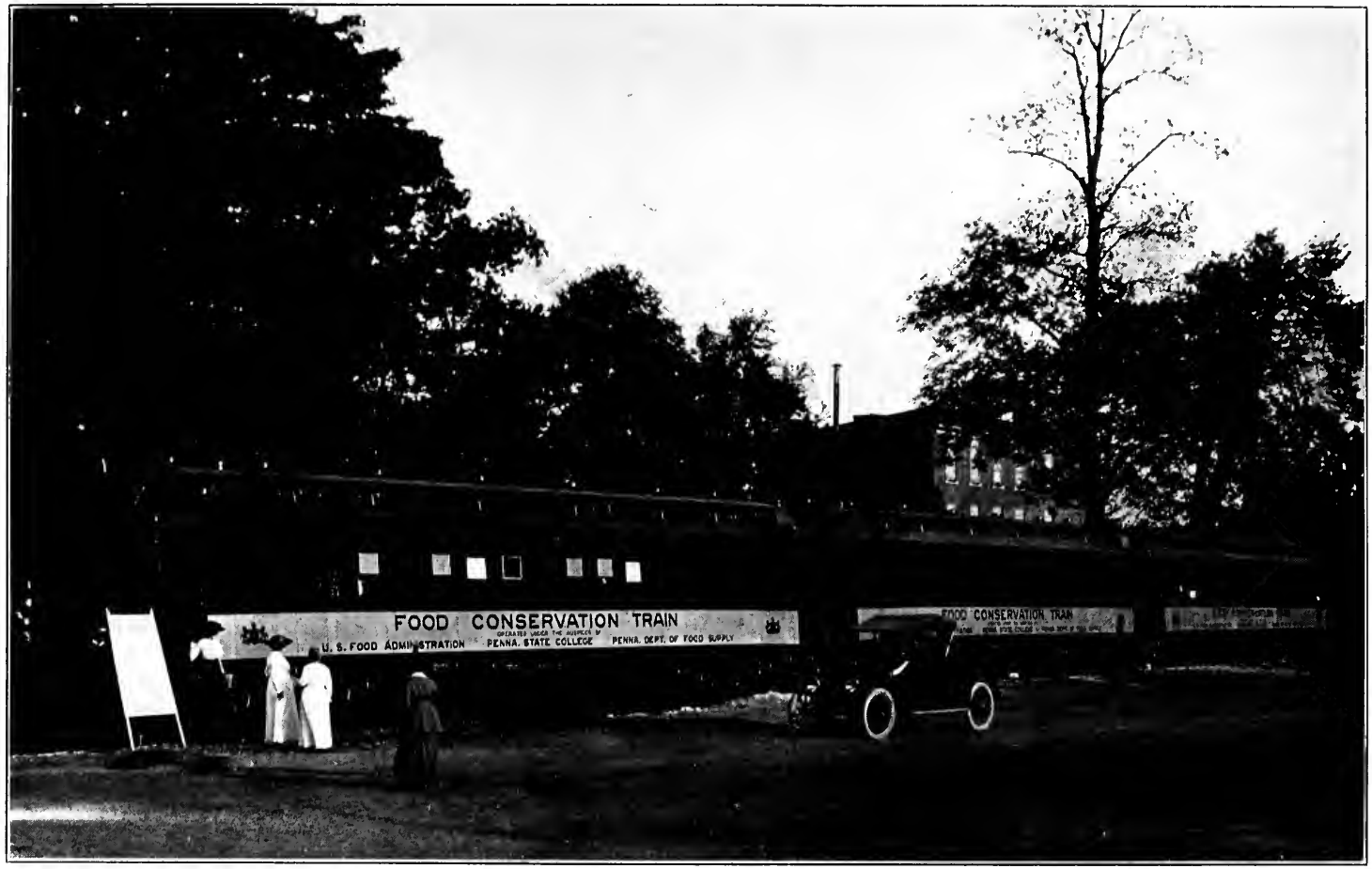
"What are you people going to do about it? Why don't you prosecute those who throw good bread into the garbage? What's the use of preaching to people who pay no attention to what you say. Prosecute them!" By this time the tears were on her cheeks.

"I've got a boy in France and he's fighting for traitors who do this sort of thing; waste good bread that maybe he needs." She shook the quarter loaf in a feeble menacing way. "What are you going to do? What good is your administration if you can't stop this? If you won't do

anything, then I will. I'm going to see if the police can't do something."

By this time it was evident that the poor woman was bordering on hysterics and in the kindliest way one of the clerks led her, with soothing words, into the corridor where he explained that while persons who wilfully wasted food should be regarded as traitors and pro-Huns, yet there was no criminal law that could be invoked to punish them. Finally she left the building. The result of this incident, however, was a general awakening around the office to the widespread practice of wasting food in households and the matter was taken up with the purpose and result of definite action.

There were substantial reasons at various times for the belief that enemy alien servants were operating a systematic plan to waste food in hotels, restaurants and private homes of the wealthier class. In several instances investigators in Philadelphia discovered that there was an agreement between apartment house janitors and the kitchen help whereby the servants wasted as much food as possible. The contents of the garbage can were disposed of for a cash consideration for chicken and swine feed and the money divided pro rata, thus making it profitable for the servants to feed the garbage cans rather than their employers. The general announcement of a systematic investigation of the contents of garbage pails of the city resulted in a great improvement.



The Food Conservation Train

The amount of waste it was discovered materially decreased. A similarly favorable report was made by those in charge of garbage incinerating plants of city contractors.

Within a week volunteer inspectors by Administrator Cooke's direction were at work down town particularly in the wealthier residential and apartment house sections of the city. Here was found the ample evidence of food waste. Inspectors reported garbage cans half filled with bread crusts, slices of bread, stale fancy cakes, meat scraps, and mouldy cereal that had been cooked and permitted to become uneatable. Sheer carelessness and wilful waste.

Later, school children in certain sections of the city were organized into squads and morning after morning followed the garbage contractors' carts and noted the houses from whence the greatest amount of ruined food was taken. Personal calls were then made at these homes to direct attention to this lack of economy in their kitchens. In certain homes south of Market Street from Twelfth Street to the Schuylkill and from Market Street to Pine were found some of the most flagrant cases of food waste by servants discovered in the city. Finally, one of the leading women of the city invited the chefs and butlers of the wealthier families to the number of several hundred, to a meeting at which they pledged themselves to aid in food conservation. At the same time, J. Miller Frazier, Chief of the Division of Hotels,

Clubs and Restaurants, was preaching the gospel of food conservation in the saving of hotel food with remarkable effectiveness throughout the state; for it was generally recognized that thousands of pounds of bread could be saved every month in the hotels, restaurants and boarding houses if the kitchen forces could be aroused to the gravity of the situation.

It was during the flour registration period, when the corridors of the food offices were packed with those seeking information or registry, that the Chief of the Division of Press News stepped from the elevator on the ground floor to be confronted by a frightened negro whose fears were manifest in his trembling lips and hesitating manner.

"Say, Boss, where 'bouts d'you find dis yer food 'minstration man?" he inquired in his soft Virginia accent.

"What do you wish to see him about?"

"I wants to tell him 'bout mah flouh."

"How much have you on hand?"

"Well, Boss, y'see it's dis a'way," and his heavy lips trembled with apprehension as he approached the critical point.

"I got nine pounds uh white flouh, an'—an'"

"Well, go on."

"An' I got 'leben pounds uh cohn meal an' six pounds uh bacon." Then with indescribable apprehension he added:

"But say, Boss, y' ain't gwine to lift de bacon am y'?"

Among the unwritten stories is that of the flour survey. I had been a member of the council for less than a week and had heard the proposed flour survey of the state discussed several times but was not aware that the matter had been talked over and plans mapped out days before I was appointed. On this particular morning the flour situation was talked over in desultory fashion and just before adjournment of the council Administrator Heinz ended a little cross fire of discussion with Hepburn and Cooke as though delivering an ultimatum:

"Well, then, it's decided, we'll give them forty-eight hours. Everything should be cleaned up within that time. In cases where no returns are made within that period it'll be because they deliberately withheld their statements. We'll consider it settled."

New to the council and anxious to obtain for the newspapers everything that it was possible in the way of news, I made note of the flour survey but did not institute further inquiries on the subject. I instructed my division news editor to run a good account of it as it was of great importance to the entire state.

The following morning every newspaper in Philadelphia, and of course every other daily outside, gave under big headlines the information that the people would be given forty-eight hours in which to report the amount of flour in their possession. It was the biggest item that had

come out of the administration for months. In the vernacular of the news room, the papers "ate it up." The vital point in it, however, was not that the flour survey was to be made but that it was to be completed within forty-eight hours.

When Howard Heinz reached his office the ensuing morning there were stacks of telegrams and memoranda and half a dozen long-distance telephone calls waiting him. County administrators over the state were wiring and telephoning inquiries and protests, particularly the latter: there were no blank forms prepared; it would be impossible to reach remote districts and notify the people before the time limit would expire; it couldn't be done, etc.

Consternation reigned at headquarters. Everybody was in a flutter over the unexpected announcement. Just before the council met I walked into Mr. Heinz's office. He was standing at his desk with copies of the Philadelphia newspapers spread before him. I had not been apprised up to that moment that there was anything wrong about the story. The administrator met me with an embarrassed smile as he remarked:

"Well, you certainly did put one over on us this morning.

"I don't quite understand," I replied nonplussed.

"I refer to the story about the flour survey and the time limit of forty-eight hours."

"But wasn't it agreed upon yesterday that forty-eight hours was to be the limit? I distinctly heard you remark to Mr. Hepburn and Mr. Cooke that you would give the people forty-eight hours of grace and that all reports would have to be in by that time."

"So I did," replied Mr. Heinz, "but we had decided a week ago that we would first give the people a week or ten days and if their reports were not all in at the end of that time that we would give them an additional forty-eight hours of grace."

It is unnecessary to carry the details of the incident any further except to say that in their courteous way my fellow members of the council appreciated the embarrassment of my position. The next great question was what was to be done under the circumstances? Howard Heinz solved the question instantly and emphatically: "We'll put it through in forty-eight hours. This office must not permit the impression to go abroad that we make rulings that it cannot put across."

Fortunately, the forty-eight hours did not expire until midnight on Sunday. Sunday was omitted from the count and the announcement wired over the state that the expiration of the time would not, therefore, be reckoned until Monday night, thus adding an additional day. And so it was "put across."

This debacle was of ultimate benefit to the administration. It demonstrated the strength of

the organization throughout the state; its ability to carry through anything absolutely necessary. The survey was a success and inspired a confidence at headquarters and in county administration circles that was never eradicated.

CHAPTER IV

HELPS AND HINDRANCES.

How Lewis S. Sadler Helped and the Influenza Hindered the Administration Work—As to Expenses.

To Lewis S. Sadler, of Carlisle, more than to any other official not an active member of the Food Administration, during the war period, is due the credit for sustaining the work of the administration in Pennsylvania. Upon the organization of the Committee of Public Safety with George Wharton Pepper as chairman, Lewis S. Sadler, banker and leading citizen of Cumberland County, was appointed Executive Manager of that important body. Mr. Sadler was of an old and widely known family in South-central Pennsylvania. A family distinguished in law and finance. Upon him from beginning to end of the work of the Committee of Public Safety, and later the Council of National Defense, devolved at first hand the question of the distribution and use of the millions which the legislature had placed at the disposal of the committee. It was largely upon the careful investigation and subsequently formed judgment of Mr. Sadler that the officials and members of

the committee depended for the intelligent and effective disposition of this fund.

Very early in its operation it became evident that the Department of Food Supply of the Committee of Public Safety would demand a considerable share of the appropriation. This was clearly foreshadowed to Mr. Sadler, as he was a member of the Volunteer Advisory Committee of Sixteen appointed by Mr. Heinz when he assumed the duties of director of that department. Later, when the Federal Food Administration in Pennsylvania was organized, with Howard Heinz at its head, it was evident that additional funds, to be supplied by the state, were necessary to supplement appropriations from Washington if the work of the administration was to be successful.

It was fortunate for Pennsylvania, as well as for the National Government, that it had in the person of Lewis S. Sadler a volunteer official whose keen insight into conditions and whose wide visualization of results to be obtained were so comprehensive. The Federal Food Administration needed money to carry on its work. The Committee of Public Safety and Council of National Defense accepting at all times the judgment of Mr. Sadler supplied much of that money. Constantly in touch with Food Administrator Heinz, Mr. Sadler was enabled intelligently to direct the expenditures of his committee so far as the Food Administration was concerned. And to him particularly, as well as George Wharton Pepper, Esq., and the other

Lewis S. Sadler
Executive Manager Council of National Defense for
Pennsylvania

members of the Committee of Public Safety to whom Pennsylvania looked for guidance in the period of the commonwealth's great stress, are the thanks of the Federal Food Administration in Pennsylvania due.

Of the State appropriation credited to the Federal Food Administration there were $161,906.43. This did not include $11,188.70 for the partial cost of the food conservation train nor $30,-656.50 which was used to pay the expenses for office rent, stenographers, clerks, traveling, printing, incidentals, etc., of County Administrators. The expenses of the Department of Publicity of the Committee of Public Safety and Council of National Defence also included certain sums appropriated to publicity work of the Food Administration but not specifically itemized in the Committee's financial budget as applied to this purpose.

The greatest deterrent in the work of the Food Administration was one that was beyond the prescience of man to evade.

It was the epidemic of influenza that swept the country in the late summer and fall of 1918. Industries were paralyzed, homes were desolated, and the visitation amounted to a plague. In other centuries, gauged by the number of fatalities, the widespread character of the visitation and paralysis of human activities, this scourge of influenza would have become historically famous as a pestilence. State-wide movements in food conservation

were held up. There was scarcely a county administrator whose force was not crippled. At administration headquarters in Philadelphia at one period of the epidemic, but forty per cent of the clerical force was on duty; for several days only fifty per cent were at their desks.

Hundreds of meetings were postponed; the hog census in many counties was abandoned, and the work of women deputies and women's organizations was for a time discontinued. Co-operation of pupils in the public schools, a powerful auxiliary, was given over, the schools were closed and the pupils compelled to remain at home. Yet, in spite of all this, the organization was maintained through the increased effort of those who escaped infection or survived the attack.

There was one feature of headquarters routine which, in many ways of advantage to the staff, was abandoned in the early days of 1918 in deference to narrow but unpublished criticism. It was the mid-day conference or luncheon.

Its origin was not, as some of its critics asserted, an effort to make a social function out of a serious war activity. While the Pennsylvania administration abolished the mid-day luncheon, Washington headquarters, until after the armistice was signed, maintained in its cafeterias, day after day, a luncheon where chiefs of division and heads of co-ordinate departments met at the table and discussed matters pertinent to their work.

At Philadelphia headquarters, as the work of the

administration widened, the number of visitors, county administrators, seekers after information, and business men from various parts of the state, grew to an extent that threatened to interfere with the orderly processes of the work. It was therefore deemed necessary for the chiefs of division to have luncheon together daily where they could meet important visitors, county administrators, and exchange views. These were first held in the Arcadia Café but were subsequently transferred to a quiet salon of the Wanamaker Tea Room. Each individual paid a fixed price for his luncheon to an office clerk at the door. Newspaper reporters were invited to sit at the table and without exception every newspaper in Philadelphia detailed a member of its staff for this particular assignment.

But gradually the voice of criticism, principally in counties not directly in touch with Philadelphia, was heard. It was inspired mainly by the interesting accounts in the newspapers of what was said at these affairs. The comments, without exception, were based on a false impression, viz., that the government, or rather the Food Administration, was footing the bills, and that they were little less than a gastronomic orgie; that it was a "highbrow" realization of a theory peculiar to Philadelphia that no movement of public benefit could be inaugurated without a luncheon "to talk it over." The reverse was true. The object of these gatherings was to give department heads an opportunity to utilize the noon hour to advantage;

every fellow paid for his own meals, and, instead of a feast that violated all Hooverian rules, the participants frequently protested good naturedly at the restricted ménu. The misconception was voiced by a Montgomery County man who said:

"What's this Food Administration outfit anyhow? What're you running there in Philadelphia, a pink tea or a cabaret? Is it a social function or a government enterprise? Seems 's if you couldn't do anything without having a feed of some kind."

It was just such criticism that led to the abandonment of the daily luncheon. At the end of the first month instead of the noon hour being consumed in an exchange of ideas between division chiefs the time dragged to an hour and a half. As the work of the administration increased by leaps and bounds, members in increasing numbers found it impossible to attend. The frequent unavoidable absences of Mr. Heinz on official business, who acted as chairman, or of Vice-Administrator Crutchfield, or Mr. Cooke as his representative, led to more or less desultory cross fire of good-natured badinage which had nothing in common with administration business.

Then, too, some of the speakers wandered far afield and consumed unnecessary time. The newspaper men quick to detect a flagging interest, dearth of news, or diminishing momentum of purpose, began absenting themselves. The end came swiftly, and the noon-day luncheon of the headquarters staff soon became a memory. The final

one was held in the latter part of March, 1918, and in the swift rush of events in the succeeding months few members of the headquarter staff exceeded half an hour for their mid-day meal at a neighboring club or café.

There was constant irritation between Pennsylvania headquarters and county administrators, and the auditing division of the Food Administration in Washington. The trouble was either an exaggerated idea of self-importance on someone's part in the Bureau of Audits, which handled the expense accounts, or a matter of red tape that at times threatened to wreck the efficiency of certain work in the Pennsylvania administration. It is not here stated as a fact, but there was a legend that the chief of a certain division having to do with auditing expenditures was a country school master suddenly elevated to a Washington position where his efficiency could not rise above the point of questioning the expenditure of two cents for a war tax by a Pennsylvania administrator. Delay was chronic; weeks and months elapsed ere any reply would be received to statements of expenses filed for payment.

CHAPTER V

AND PENNSYLVANIA LED.

Origin of the Nation-wide Red Cross Penalty, the Unfair Order, and the Loose Leaf System.

While this story of the Food Administration's work in Pennsylvania is unofficial and, in the alliterative and epigrammatic words of my neighbor, the late Governor Samuel W. Pennypacker, is "unaltered-unedited-unexpurgated" it also represents a desire, as far as possible, to disregard in the interest of free narration, documentary evidence and uninteresting details. The statement that this state led all others in administration work is, therefore, an observation based upon high official admission and evidence of the fact.

It will be a matter of surprise to many who read these pages to learn that three of the most important things which had to do with the enforcement of National Food Administration laws were originated by Chas. J. Hepburn, Esq., chief counsel for Pennsylvania. They were not only endorsed by Washington but subsequently, by Washington's direction, put in effect throughout the Union.

In the beginning of its work it was essential to

JOHN T. NAUMAN, ESQ.
Associate Counsel

HENRY PEPPER NORRIS, ESQ.
Associate Counsel

public confidence in the administration that its chief counsel, whose duty it was to codify and interpret the laws, should hold high professional station. It was incidentally advantageous perhaps that he come of a family of lawyers. Charles J. Hepburn was of a race of lawyers for four generations and of blood that had graced the Supreme Bench. His father was the leading member of the Bar in Cumberland County; his grandfather was president judge of the Ninth District and further back in the family, Charles Huston sat on the Supreme Bench of the state.

On the walls of Hepburn's private office are four portraits, with one exception, of the obsolete style in which the sitters, wearing coats of ancient fashion with wide lapels, gaze forth from the upstanding glory of voluminous collars and ample cravats, with hair carefully rolled and parted like those encountered in steel engravings of the last quarter of the eighteenth and the first decade of the nineteenth century. This quartette represents four generations of his family, and Charles J., "Charlie" to his intimates, in the presence of this imposing array of legal ancestry, hides his own photographic personality in a mahogany frame behind a corner of a bookcase to the left of his office chair.

It would have been contrary to the accepted decrees of fate if Hepburn had been anything but a lawyer. It would have been opposed to all accepted ideas of the inheritance of intellect if he,

the descendant of a line of jurists, had not become one himself. Had circumstance or environment tangled the lines he doubtless would have been equally prominent in some other of the learned professions or in business life.

The "unfair order" of the National Food Administration was the means through which the administration reached out and controlled the non-licensed retail dealer who persisted in disregarding the food laws of the country. It was devised by Mr. Hepburn for the purpose of handling the cases of three non-licensed retail grocers in Pittsburgh who were found guilty of gross profiteering in sugar in October and November, 1917, and its first mention occurred in a letter from the chief counsel for Pennsylvania to R. W. Boyden, ex-director of the Division of Enforcement of the National Administration at Washington under date of December 17, 1917. Its history briefly is as follows:

Under section five of the Federal Food Control act of August 10, 1917, the President was authorized to prescribe the licensing of any person engaged in the "importation, manufacture, storage, mining or distribution of any necessaries," which included all licensed food commodities; but it was specifically provided that this section should not apply "to any retailer with respect to the retail business actually conducted by him," and a retailer was defined as one "not engaged in the wholesale business and whose gross sales do not

Jay Cooke
Food Administrator for Philadelphia

exceed $100,000 per annum." Under this provision retail grocers doing a business of less than $100,000, and these constitute probably ninety per cent of the entire trade, were apparently put beyond the reach of the Food Administration in the enforcement of its rules and policies.

The State of New York shortly after the organization of its Federal Food Administration, recognizing the necessity for controlling retail dealers not provided for in the National Food act, took immediate steps to remedy this deficiency. It passed a State Food Commission act for the appointment of a state commission that should control the small retailer and the restaurants. In November the Federal Food Administration and the members of this newly created State Food Commission entered into an agreement for the appointment of a "Federal Food Board for New York State." It was to consist of the three commissioners appointed under the state act and two federal administrators; one for New York City the other for the state outside. In this agreement was written the definite statement that, "the State Food Commission possesses much wider authority over retail distribution—which is not possessed by the Federal Administration." By this action, a combination of state and federal food authority, New York was enabled to control its retailers and restaurants in a manner not possible in Pennsylvania and the other commonwealths. New York had absolute control over the

corner grocery and the popular price restaurant; Pennsylvania had not.

In the latter part of November, 1917, shortly after Mr. Hepburn's appointment as chief counsel for Pennsylvania, the cases of three non-licensed retailers doing business in Pittsburgh, viz., Sam Gelman, B. Block and M. Schapiro, were brought to his attention. This trio had taken advantage of the sugar shortage to extort excessive profits in the sale of that commodity. It was about this time that Washington promulgated its first set of rules and regulations, general rule seventeen of which provided, that no licensee should knowingly sell commodities to any person who should violate the provision of the Federal Control act. This was the point at which the Hepburn "unfair order" came into existence. He suggested to Washington that these men be reached by a process which was nothing more than a notice to all licensees, which included wholesalers, that the three individuals named had been found guilty of "unfair and improper practices," and therefore licensees who dealt or traded with them, until further notice from the Food Administration, did so at the risk of having their respective licenses withdrawn. After a full hearing in each case an "unfair order" as described was issued; the first of record in the United States.

The dealer Gelman proved recalcitrant and refused to abide by the order of the administration. He declared that he cared little or nothing what

became of his retail grocery business. He was conducting, however, a flourishing retail fish business at the same locality, and shortly after the issuance of the "unfair order" he found it impossible to purchase a pound of fish or other commodity in the United States. Washington shortly thereafter circularized all state administrators directing their attention to this case and the efficacy of the process described. The Pennsylvania administration thus not only discovered a way to enforce the observance of the law upon every dealer in food commodities, licensed or unlicensed, but opened a way for other states to reach and control unprincipled and unpatriotic retail dealers.

"The Red Cross Penalty," adopted by the Federal Food Administration throughout the United States poured into the treasury of a great humanitarian organization, a continuous flow of coin from the pockets of profiteers, perjurers, and all the riff-raff, the un-American pro-Hun element, of the population. Pennsylvania dropped the first dollars; they were followed by a steady stream that mounted into the hundreds of thousands. The origin of the "Red Cross Penalty" was a Hepburn inspiration—its result a blessing.

The first "Red Cross Penalty," so far as known, in the United States was imposed in the case of the three Pittsburgh profiteers. This is the story:

"Sam Gelman, one of the trio of profiteers, had made an excessive profit of about $1,800 off one

restaurateur in Pittsburgh. The latter, it was found, was entitled to no sympathy whatever as he had instigated, on the part of Gelman, the violation of the law and he was regarded as *particeps criminis*. In the interest of justice it was decided that this man should not be permitted to benefit by the transaction and that Gelman should not, therefore, be required to return his excessive profits to him. At the same time Hepburn, who had given his personal attention to the case, decided that Gelman should not be permitted to retain the sums he had thus gained. He decided that the profiteer should be penalized by being required to turn his $1,800 illicit profits over to the Red Cross, which was done with full approval of his action by the authorities at Washington. This was the first instance of its kind, so far as there is any record of the imposition of a red cross penalty; the use for the first time, of that subsequently widely known and beneficent phrase, "Red Cross Penalty." The National Administration seized upon it as a precedent worthy of nation-wide adoption and its success was instantly assured.

While seemingly of secondary importance the introduction of what ultimately came to be known as the "Loose Leaf System," was in reality a most important step in the direction of facilitating the work and lightening the labors of the legal department; indeed of every department in which it was imperative that a perfect file of rules, amendments, modifications, interpretations

and classifications be kept for instant reference. In the beginning each division had simply a mass of mimeographed material from Washington, with various printed circulars and pamphlets, in which were embodied all the rules and regulations issued from time to time at national headquarters. Of vital importance in the conduct of affairs so rapidly did this material accumulate that it was impossible to say just what the regulations were at any particular moment.

At this point F. Marcoe Rivinus, Esq., was appointed associate counsel with the primary purpose of bringing order out of this chaos and of getting the regulations, with all rescissions and amendments, in such shape as would permit of ready reference at a moment's notice. After weeks of labor, for the flood of communications was mounting higher with each succeeding day, Mr. Rivinus designed and developed a "Loose Leaf System" for instant reference. The original design was to have it printed and put in force in Pennsylvania for the information and guidance of the headquarters staff and county administrators, but the success of the Rivinus system proved to be of such value that Chief Counsel Hepburn suggested to Washington that it was worthy of general adoption in administration offices throughout the country. Washington instantly approved of the suggestion and Mr. Rivinus spent some time in Washington working out its development as applicable to the entire food administration

system in the country. The end of the world war will undoubtedly see the adoption of the Rivinus system in the country.

The personnel of the legal division was unusually high. John A. Nauman, Esq., of associate counsel, was one of the best known members of the Lancaster bar; the leader in fact of the junior bar. He specialized in administration work particularly in inter-state complaints with reference to rejected consignment cases. Although a resident of Lancaster he spent several days each week at Philadelphia headquarters besides devoting a great deal of his time to food work at his own office in Lancaster. Hearings, and like matters requiring the presence of witnesses, were conducted by him at the Philadelphia office. A lawyer of large experience he was a distinct acquisition to the legal division of the administration.

Henry Pepper Norris, Esq., associate counsel, curtailed his private practice during a large part of the war period that he might devote practically his entire time to food work at headquarters. A gentleman of fine legal attainments and high character, his services were particularly valuable from the fact that he specialized in milling regulations and mill feed prices, matters which were of vital interest to the entire farming population of the state particularly at a time when these necessities were curtailed by a congestion of railroad traffic in the spring and summer of 1918. The great majority of all such cases that reached head-

Ralph Chambers Stewart
Associate Counsel

F. Markoe Rivinus, Esq.
Associate Counsel

quarters passed through his hands. Courteous and unassuming he discharged the exacting duties entrusted to his care to the complete satisfaction of the authorities of the Washington and Pennsylvania headquarters.

Stacy B. Lloyd, Esq., was one of the two members of the administration force who early resigned to enter the Judge Advocate's Department of the U. S. Army. The division, while recognizing the patriotic spirit which prompted him to take the step, parted with him with great regret. His place was ably filled by Reynolds D. Brown, Esq., who continued to the end of the administration as a member of the legal staff.

In the summer of 1918 it became increasingly evident that the Philadelphia administration in its various ramifications required, practically, the exclusive services of a member of the legal staff.

Ralph Chambers Stewart, Esq., associate counsel, was detailed for this work, and with the exception of the Philadelphia hearings for violations of the food laws, which from the beginning were in charge of William Barclay Lex, Esq., he retained this as his distinctive field to the close of the administration's activities. Although he was particularly engaged in disentangling vexed legal questions connected with the sugar division, yet his services at all times were available to Administrator Cooke in other matters connected with the Philadelphia office.

One of the younger members of the division Mr.

Stewart brought to his task an experience of seventeen years as a member of the Philadelphia bar, combined with an agreeable personality and a wide acquaintance. It was his duty as a member of the administration's legal staff to lighten as far as possible the strain on the other members by localizing a portion of the work, thus enabling his associates to devote greater attention to the state at large. And this duty was performed by him to the eminent satisfaction of the chief counsel and the credit of the administration. He was one of the three members of the staff who was active until the close of the administration's work in February, 1919.

CHAPTER VI

IN PHILADELPHIA.

The Appointment of Jay Cooke as Federal Food Administrator—A Threatened Coal and Ice Shortage Averted.

The selection of a food administrator for the city and county of Philadelphia was one of the most delicate and important tasks that confronted State Administrator Heinz. Delicate, because it demanded a man who could command the confidence of the people of all classes, and important because in his hands would be placed every question concerning food supply, distribution, and regulation for the third greatest city in the country. The man who accepted the position would not only be required to assume command of a small army of assistants, departmental directors, and bureau heads with correspondingly large clerical forces, but he must devote his entire time to the work in addition to being physically and financially able to stand the strain that such a sacrifice involved. Half a dozen names were suggested for the place—worthy and prominent names, but for some reason they were not available; were wanting in some essential quality necessary to success.

Then the name of Jay Cooke was put forward. The fitness of the man for the place was recognized instantly. He had the business qualifications, the clearness of judgment, and the resourcefulness; above all, he held the confidence of the people. He came of a line of ancestors who had fought the battles of the republic in the fields of finance in other years.

It is unnecessary to elaborate upon the details of Jay Cooke's selection. He was diffident about assuming so great a responsibility; there was a modest depreciation of his own ability. He insisted upon a week or ten days in which to consider the matter. In the meantime he went off shooting in the solitudes of the duck islands along the Carolina coast; also to think it over. When he got back home he found that his appointment had already been announced. Howard Heinz was taking no chances.

It was one of the most fortunate and thoroughly satisfactory appointments in the history of the Pennsylvania Food Administration. It not only placed at the head of affairs in Philadelphia a man thoroughly equipped for the position, but it added an element of strength to the Executive Council. Jay Cooke was one of the trio of assistants who were Howard Heinz' staunchest friends and ablest councillors; J. S. Crutchfield and Charles J. Hepburn being the others. To this coterie should be added that unofficial guide, philosopher, and friend, L. S. Dow, of Pittsburgh, one of the few

men I have ever known who could grasp the salient points of a situation with a celerity that almost amounted to intuition.

In a crisis the cool judgment and directness of purpose of Cooke never faltered. A conspicuous instance was the flour substitute or 50-50 ruling. Washington was uncertain as to the effect upon the public of promulgating a drastic order that 50 per cent of substitutes in the way of cereals must be used with wheat flour. The matter had been debated in the Executive Council in Philadelphia and it was reluctantly decided to await final instructions from Washington. In the meantime a regular meeting of Cooke's Retail Grocers' Advisory Committee was held at headquarters. Mr. Heinz was absent in another part of the state. The 50-50 question was brought up for discussion at the meeting. The imperative necessity for some action, however drastic, was presented by Mr. Cooke. His direct and forceful presentation of the facts won the merchants to his way of thinking and it was unanimously decided that Philadelphia should set the example not only to Pennsylvania but to the country by inaugurating this almost revolutionary movement.

The following day on his return to Philadelphia Howard Heinz was acquainted with the decision of the Philadelphia grocers. It was an agreeable surprise, although it was an experiment that threatened difficulty throughout the state. He accepted the action as a good omen of success and

proceeded instantly to put it in force throughout the state. His promptness not only placed Pennsylvania at the head of commonwealths ready to sacrifice for the common weal, but afforded Washington the occasion to make a similar rule that was nation wide.

The 50-50 rule was not put over in this state without vigorous protest. It was generally accepted as a necessary sacrifice to the winning of the war, but there were two or three mining districts in the anthracite regions where direct threats were made by the miners that unless they were permitted to have wheat bread without a mixture of substitutes coal mining in the district would cease.

The day this news was received was the most strenuous and busiest the headquarters in Philadelphia ever knew, although the world at large, and visitors, were unconscious that anything beyond the ordinary was taking place. All day and far into the night the long distance telephone wires were kept busy with conferences and orders.

Vice-Administrator Crutchfield took personal charge of the matter. Meetings were hurriedly organized in the disaffected districts, house to house visits were ordered by administration officials, and within forty-eight hours the miners had accepted the dictum of the government and patriotically decided to continue at work no matter what happened.

The crisis had been precipitated largely through

ignorance and thoughtlessness. Crutchfield informed me subsequently that the long distance telephone bills for that day alone exceeded one thousand dollars.

The greatest service that Jay Cooke rendered Philadelphia and the state, in a specific instance, was his successful handling of the ice crisis in the summer of 1918. The situation was precipitated by a natural ice shortage throughout the state, by inadequate transportation facilities, the lack of help at ice manufacturing establishments, and the increased cost of everything pertaining to its production. This combination of circumstances threatened not only greatly increased prices for ice but danger of an actual famine.

In the latter part of July, 1918, Jay Cooke called into conference the leading ice manufacturers and producers of Philadelphia as well as representatives of the retail trade. He invited their co-operation in maintaining a fixed and reasonable price for ice, in the prevention of waste, and opportunity for the widest distribution of ice in the poorer sections of the city.

On the 10th of August following, these rules were promulgated:

(1) Saloons must curtail their use of ice to 25 per cent of normal. (2) Hotels, restaurants, clubs and all public eating places must cease serving crushed ice on fruits, sea foods, salads, celery, tomatoes, etc. (3) A reduction in the use of ice by ice cream manufacturers and dispensers of soft

drinks must be effected; they must practice strict economy, or their supply will be cut down. (4) Every economy in the use of ice by commercial users must be practiced.

A feature of the situation on which Mr. Cooke insisted was the close co-operation between consumers and ice dealers in observing the rules of the administration. The food administrator held the whip hand but never once was he compelled to resort to drastic measures.

The Philadelphia method of handling the ice situation inaugurated by Jay Cooke was adopted generally throughout the state. In large cities and towns close co-operation was effected between dealers and consumers and what otherwise would have developed into a perplexing and serious condition was thus happily averted.

Seventy-nine cash and carry ice stations were established in Philadelphia by the administration. In this manner the ice supply was made to reach thousands of families that otherwise would have been deprived of it. In one day in August fifty thousand families were supplied from these stations. The work was in the hands of J. P. Richardson, a gentleman familiar with the problem of distribution, and his work under the direction of Administrator Cooke was both competent and effective. An official report on the subject furnishes the following facts:

An agreement entered into by thirty-five ice dealers and the food administration made it

possible to regulate the price of ice, which remained the same throughout the summer of 1918. The schedule of prices made possible by the earnest co-operation of these thirty-five ice dealers was as follows:

Wholesale platform price to retail dealers, $5 per ton of 2,000 pounds. Retail platform price on cash and carry basis, 15 pounds for 5 cents, 30 pounds for 10 cents. Retail prices to householders at rate of 60 cents per 100 pounds for any amount delivered. On tickets issued by the food administrator, through certain organized stations to worthy poor people, at rate of 5 cents for 15 pounds, and 10 cents for 30 pounds at platforms or special stations.

Jay Cooke, himself a financier, came of a race of financiers. In the early part of the nineteenth century the family, originally of New England, removed to Sandusky, Ohio. It was here the first Jay Cooke was born—the man who financed the Union cause during the Civil War, just as Robert Morris had financed the colonies in the Revolution. The banking house of Jay Cooke was founded in Philadelphia in the 50's, and was the representative banking concern of Philadelphia for half a century. Ogontz, the beautiful residence of the first Jay Cooke, was, and is today, the finest demesne in the vicinity of Philadelphia.

The father of Jay Cooke, the food administrator, inherited the banking establishment as well as business acumen of the war financier, and these in

turn were transmitted to Jay Cooke, 3d. Of late years Mr. Cooke has devoted his time to private financial interests. For the period of the war, and while food administrator for Philadelphia, his personal affairs were relegated to the background; placed in the hands of business associates while he devoted himself exclusively to the affairs of his state. His only son, Jay Cooke, 4th, entered the United States service, was gassed at the front, and returned a captain on the staff of General Kuhn, U. S. A.

The finest memory I have of Jay Cooke goes back to the historic morning of the 11th of November, 1918, when with face aglow with patriotic enthusiasm he grasped me by the hand with the words:

"I congratulate you this morning upon being an American citizen."

CHAPTER VII

SECRET SERVICE AND COURT.

How the Violaters of Food Laws were Caught, and How They were Punished in an Unique Court.

In rural counties the necessity for large forces of investigators to inquire into violations of the food laws was not apparent. In Philadelphia, third largest city in the country, the administration found a different condition. The thousands of retail grocers, bakers, butchers and delicatessen shops, apart from a great foreign population, necessitated the organization of a large, effective, and devoted staff of inspectors.

The work was carried on in the beginning in rather desultory fashion with two or three volunteers. It became apparent to Howard Heinz and Jay Cooke that the effective organization of a large staff was imperative. Under the invariable rule of the administration the chief of a division must be a volunteer, working without compensation, and devoting his entire time to his duties. The man selected and preeminently qualified for the work was Captain Robert Sewell, a retired officer of the United States Regular Army; a man

accustomed to command and whose experience and loyalty were a guarantee of thoroughness and unflagging zeal.

Captain Sewell well merited the appellation of an "up-standing man." Of magnificent physique, of affable personality and great self-control, he inspired both confidence and respect among the members of his staff. With an air of quiet authority he combined an unfailing courtesy and unwearied energy that produced every result hoped for by Administrator Cooke. His rule was absolute in the matter of investigation, the final determination of guilt or innocence of the investigated being, however, a matter to be determined by the division of enforcements, otherwise, the Legal Department in which J. B. Lex, Esq., was Examiner, with final revision by Chief Counsel Hepburn.

The Division of Investigation was the secret service of the Philadelphia administration. Its organization was after the manner of the government's secret service and was characterized by the same silent, effective, confidential methods.

The experiences of some of Captain Sewell's investigators detailed to inquire into violations of the law by bakers of a certain class were prolific of thrilling episodes and the element of personal danger. A Jew baker, incidentally an "advanced" Socialist, in West Philadelphia, had been closed by the administration for defiance of the law and two men of Sewell's staff were detailed to discover

if he was running in violation of the closing order. The fellow had made threats against administration officials, and, on this occasion, a third man was detailed with the others as a safety precaution. A policeman also accompanied them to the place.

The man was working as usual. As described by one of the party, "the Bolshevist greeted us with a flourish of bread knives and a shower of dough balls." The attack failed of effect. He then ordered the party from the place threatening to "do" each one of them. The investigators withdrew and returned to headquarters with material for a case in the United States District Court. A hearing was held on this latest violation and the closing period extended to sixty days. This infuriated the baker to a still greater degree. A day or so after, and oddly at a moment when his case was under discussion, the fellow appeared suddenly in the office. The investigator now speaks:

"He presented a true picture of a Bolshevist. He wore a cap, plaid reefer overcoat, corduroy trousers evidently homemade, and high leather boots. His side pockets were bulging as though filled with bombs. From his cap to his boots his clothing was powdered with flour and smeared with soft dough, while the look on his face was such that one of the girl stenographers left her desk and hurried from the room. He was unkempt and ferocious and his appearance suggested a cartoon of Trotsky. He made short tiptoe paces

toward one of the staff working on his case and inquired:

"'Why was I closed?'

"'Go to the Legal Department and find out,' was the reply.

"'I'll get you yet,' rejoined the baker as he backed from the room.

"A few days later he again appeared filled to the tonsils with liquor and insisted on asking a lot of irrelevent questions. He was again directed to see Attorney Lex of the Legal Department who handled such cases. He declined to leave and at last I took him by the arm and conducted him to Mr. Lex's office. Then the fireworks started. He raved, swore, threatened, and vowed that he would 'get even' with everybody around the place. I succeeded in ridding the office of his uncleanly and disgusting presence by displaying a badge and threatening to take him down to the postoffice building and hand him over to the United States Department of Justice. The badge was a nickel medal presented to me by the Belgian Relief Committee. It was in the shape of a key-stone and resembled those worn by secret service operatives. The fellow made a dash for the door and we never saw him after, though his case was subsequently taken up, I believe, by the United States District Attorney."

During the sugar conservation and confiscation period an investigator on Walnut Street had his attention directed to the peculiar gait of a woman

who had manifest difficulty in making her way along the street. The suspicions of the investigator were aroused as the woman, of ordinary appearance, had emerged from the servants' quarters of the Bellevue-Stratford Hotel. He accosted her and her embarrassment and confusion were so manifest that he compelled her to return with him to the hotel. There an examination was made and it was found that the woman's difficulty in walking was due to the fact that she had concealed about twenty pounds of sugar in packages in her stockings which she had surreptitiously obtained from the hotel's stores. Her detection in this matter led to further revelations concerning the whereabouts of missing silverware belonging to the hotel.

There were over one hundred investigators serving as volunteers at one time under Captain Sewell. With one or two exceptions they were men beyond the draft age, or who had been rejected, or in the lower classifications of the draft were waiting to be conscripted, but who, in the meantime, were desirous of aiding their country until their call came. Many of them worked during the day and served the administration a part of the night; others devoted part of the business day to the service, while a few obtained the permission of employers or business associates to give two or three days a week. The remaining members of the staff were gentlemen who had

retired from active business and could devote their entire time to the work.

While the force was yet comparatively small the necessary delay in going from one part of the city to another in trolleys greatly hampered investigation. An appeal was made to automobile owners, through the Philadelphia newspapers, asking that they place their cars at the disposal of the Division of Investigation during certain hours of the day, or for several days in the week wherever possible. This greatly facilitated for a time the work of the division. Later, another newspaper appeal was made for more investigators, and the response to this was so generous that a number necessary to perform all the work of the division was quickly secured.

No man was accepted for this responsible position without ample reference as to his character and unimpeachable testimony as to his patriotism. Although few of the investigators knew it at the time their life records were carefully sifted, in many instances by United States Secret Service men.

With one exception every man demonstrated his honesty, patriotism, and fearlessness and justified the trust reposed in him. The individual who betrayed his office came from another state with highly laudatory letters and commendations from state officials of national prominence. As was subsequently proved the writers of these had known the man in earlier years and were ignorant

of the fact that he had a later record that was objectionable if not criminal. His betrayal of his trust got no further than the attempted acceptance of a bribe, for he was apprehended by secret service men who were on his trail with the marked money in his possession. To the evil-intentioned or the weak, there were daily opportunities in the processes of the administration to betray the government. In one or two instances offers of bribes were openly made; in others discreetly veiled suggestions of a monetary consideration were offered.

To the Division of Law and Enforcement, as the Law Department was officially known, was assigned not only the interpretation but the enforcement of the law. It prescribed penalties, and for this purpose was compelled to maintain a tribunal where cases of violation of the administration's laws were heard and penalties imposed.

William Barclay Lex, Esq., of the associate counsel, was assigned as, what properly might be termed, trial judge. The possessor of great tact, keen discernment, a fine sense of justice, and, above all, a judicial mind, Mr. Lex, for nearly a year, performed the duties of this exacting position with fidelity and loyalty.

A large room was equipped with desks, facilities for stenographers who made complete transcripts of every case, and for attendant counsel on the part of the accused. With the exception of Sundays, or the temporary absence of Mr. Lex, who was

frequently called upon to preside at hearings throughout the eastern part of Pennsylvania, this "Administration Court" was in daily session. Frequently the long corridors outside the offices were crowded with attendants upon this tribunal. The major part the violators were of alien birth, and to their ignorance, not only of our language but of our mode of waging war on the basis of honor, was principally due their worries before the department. The native born were occasionally in evidence, though it is difficult to decide whether it was because of superior innocence, or the fact that they were wiser in their method of evasion and that they "knew how."

"Judge" Lex, as he was invariably addressed by those visiting his court, was possessed of a keen sense of humor. A member of the Division of Press News desirous of preparing a "feature" story for the press asked Mr. Lex for some suggestions that would convey something of the "atmosphere" of his court room. He instantly replied:

"If you wish to get a correct conception of the atmosphere, slice an onion and hold it under your nose."

Supremely indifferent to fossilized procedure, for these war time laws were interpreted and penalties inflicted under war time exigencies, the Judge acted not only as investigator, but also as prosecutor, judge, jury and sheriff in each case. When justice demanded it executive clemency was exercised. Where the evidence was conclusive and

the violater, or his counsel, took exceptions to the rulings of Mr. Lex, they were informed that appeal was their right; that the case would be transferred, therefore, upon their appeal, to the administration officials in Washington or to the United States Court. In not a single instance did any of the accused take advantage of this privilege. The dread of facing a more exacting tribunal in the case of a United States court led them to accept the penalty imposed by the administration's judicial officer.

No division of the administration presented such opportunities for graft and bribery as this court. The character of the violators, the vast mass of whom were ignorant but shrewd, with a conception of justice and patriotism based upon tradition and experience in the land of their birth, led to not infrequent attempts to "reach the Judge," beginning with an obsequious "Good morning, Judge," and then a whispered aside, "I'll see that the next time you come over to City Hall this won't be forgotten!"

After a few weeks' experience, almost by instinct, Mr. Lex could divine the character of the excuse that was to be offered by the culprit. A failure to read the papers; ignorance of the change in the rules from Washington; and, during the flour substitute period, "de baker boy he forget to put in de substitute."

When the bread campaign was in progress the nickel restaurants accused of violation of the rule

limiting a service of two ounces of bread to each meal, brought with them to the hearings their own scales to demonstrate how inaccurate were the scales of administration officials who had literally weighed them and found them wanting in obedience to the law.

A conspicuously bright idea flourished on South Street for a time and blossomed in this administration court. One morning in the summer of 1918, a perfectly self-satisfied, ponderous, gaudily gowned member of the gentler sex, redolent of "Jockey Club" and adorned with "ice" jewelry, wafted into the defendant's chair and in accents suggestive of the ghetto pleaded pathetically for her spouse, who, she said was past sixty.

"May it please yer honor he a very sick man. Each morning he go to the doctor specialist and each week, three times, does the doctor specialist pump his stomach. My man he yells and howls. My Jake he very sick and these here substitutes they wrench him something fierce. Say, Judge, they just put him on the blink, so I lay by this wheat flour, just a little, please, Judge, and he can suffer less with the wheat flour in his stomach when he goes to the doctor specialist to be pumped."

The buxom dame had only a matter of five barrels of wheat flour in her cellar at a time when the regulations called for the possession of about twelve pounds. Her plea could not save her from the penalty that was her due.

CHAPTER VIII

FEEDING TEN MILLIONS.

Trade Distribution and Markets—Conservation and How it Worked—County Administration and Education.

Five officials, three of them chiefs of division, each a conspicuous figure in his own walk in life, were returning from Washington after a conference with Herbert Hoover. One of the quintette was J. S. Crutchfield, vice-administrator for Pennsylvania. The party occupied a drawing-room on the Express. They had been in session with the National Food Administrator in the course of which honest straightforward opinions had been expressed, and Howard Heinz, always combative when he felt he was right, had led the discussion. In the interchange of comment on the day's work at Washington, two members of the staff had expressed their views in vigorous and classic language; not the rude, unpolished, expletives of the street, but rather a polite invitation to the Gods of War to witness that they had endeavored to do their duty both by Hoover and by Heinz that day.

The following afternoon on the desk of each of the two Philistines mysteriously appeared a little

book, bound in gray with the words in gold upon its back, "Daily Bible Thoughts," or words to that effect. Inside was an engraved card, "With the compliments of J. S. Crutchfield."

The act was an index of the character of the vice-administrator for Pennsylvania; for J. S. Crutchfield was not only an eminently successful business man but in association with his co-workers in the administration he was regarded as a consistent, unostentatious Christian. Tall, some would say angular, a Kentuckian by birth and breeding, with the courtesy and geniality of the Southerner, he had the courage of his convictions at every stage of the game.

The appointment of Crutchfield as vice-administrator was criticised at the time, but to this day the conviction is held by every man who was his associate in the Food Administration that the criticisms were based either on misunderstanding or personal animosity.

I do not recall a single member of the Executive Council who on some occasions did not display irritation or lack of control. Crutchfield was as red blooded as any but never once was his equanimity disturbed or did he display evidence of irritation or anger. I once remarked this and his reply was:

"If conditions demand it I can be as forcible as anyone; I occasionally break moorings and say what I think, but it don't pay in the end."

His outstanding characteristic was his persistent

disposition to excuse and condone faults and shortcomings of others. There was more than one county administrator in Pennsylvania who would have been deposed but for the magnanimity and forbearance of J. S. Crutchfield. It was a story oft repeated in his own words in council:

"Now don't be too hard. He's a pretty good fellow and has right instincts but he's up against a stiff proposition. Just give him time and he'll come out all right."

And yet this man was one of the little known but potential figures in the mercantile life in this country. The ramifications of his business extended from Central America to New Brunswick and from the Pacific to the Keys of Florida. In the year preceding his appointment as vice-administrator of Pennsylvania, I was informed by a Pittsburgh financier that his estimated business transactions exceeded twenty million dollars. It was because he was a busy man of rare worth that he was selected as the right-hand man of Howard Heinz. Possessed, seemingly, of all that a man could desire, a charming family, beautiful home, lucrative business, nevertheless he became a helper with the humblest.

The immediate necessity for a competent assistant who could lift much of the burden of detail from his shoulders became apparent to Howard Heinz while he was yet director of the Department of Food Supply of the Committee of Public Safety. Crutchfield, of Pittsburgh, one of the largest fruit and vegetable commission merchants

in the United States, was persuaded to accept the position. The ability and farsightedness displayed by him as vice-director of food supply was such that the first official act of Heinz, when appointed Federal Food Administrator for Pennsylvania, was to appoint Crutchfield vice-administrator and in charge of the Division of Distribution and Markets.

His work in the latter division included the supervision and regulation of supplies of all food stuffs to the people of the state. It involved not only the distribution but the regulation of sales with regard to price and quantity. He exercised supervision over the transportation both of staples as well as perishable foods. So extensive was the field of operation of this division that it required this fully organized staff: Chief of Division, J. S. Crutchfield, vice-administrator; Trade Distribution, R. P. Smith; Farmers' Interests, C. J. Tyson; Farmers' Interests, M. L. Phillips; Division of Grain Threshing, Charles Garber; Division of Price Interpretation, A. F. Gelino, J. H. Beerits; Curb Markets, W. P. Jamison, A. B. Ross.

It is impossible, within the limits of this work, to enter into an enumeration of the work of this division, so extensive were its ramifications and so numerous the lines of its activity. In brief, it developed economy stores, a system of low-priced establishments; it supervised the publication of fair price lists with the purpose of halting profiteering; it stimulated increased production of food products, encouraged growers to organize for self-

protection, and supervised the establishment of curb markets throughout the state. The division worked in close conjunction with the State Department of Food Supply of the Council of National Defense, the Pennsylvania State College, the Farm Extension Service of the Department of Agriculture, the State Grange Patrons of Husbandry, and with the Agricultural Commission. In addition to his work as vice-administrator Mr. Crutchfield kept in touch with various other divisions of the administration.

One of the important features of the division was the establishment of curb markets in various parts of the state. The object of these was to bring the producer and consumer into direct touch, thus securing a wider market for the former and lower prices for the latter. During the fall and winter of 1917 twenty-four curb markets were established throughout the state as follows:

Scranton, 4; Allentown, 3; Pittsburgh, 7; Johnstown, 2, and one each in Hazleton, Pittston, Lehighton, Bethlehem, Pottsville, Altoona, Mt. Carmel and Chester.

With the opening of 1918 the work was renewed and the close of the year saw them in operation in the following cities and towns:

Philadelphia, 4; Scranton, 3; Allentown, 2, and one each in Sharon, Bradford, Conshohocken, Harrisburg, Wilkes-Barre, Hazleton and Bristol.

The total record for the two seasons was forty markets established through the state. In Phila-

delphia the curb markets were operated with success until the 4th of January, 1919.

Thousands of housewives patronized these curb markets, particularly in Philadelphia. The newspapers gave them wide publicity and thus insured their success.

The markets were started usually with only a few farmers and a large number of hucksters as the selling force. In some instances there was strong opposition to the presence of hucksters. Farmers as a rule were rather backward in recognizing the value of the institution. The opposition to the huckster element was overcome by asking the patrons and customers to compare curb prices with prices they had been accustomed to pay elsewhere and the criticism shortly vanished. To cover the expenses of conducting the markets in Philadelphia a small fee was charged for every wagon load of produce. This not only paid necessary expenses for placards, lists, price cards, etc., but left a balance of nearly two hundred dollars at the close of the work in Philadelphia, which was donated to the Red Cross.

Physically massive and insistently genial, no one who ever had the good fortune to meet Thomas Shallcross, Jr., the first chief of the Division of Conservation, ever forgot him. He was not selected for one of the most responsible positions in administration work at headquarters upon these grounds however. He had an adaptability for organization and an originality of ideas that had

Thomas Shallcross, Jr.
Chief of the Division
of Conservation

Capt. Robert Sewell
Chief of the Division
of Investigations

contributed to his success as real estate broker and business man of Philadelphia for many years—these fitted him peculiarly for the position. Added to it was abounding good nature of the kind that inclined men to his trend of thought and plans of operation.

To "Tom" Shallcross, as he was familiarly known in financial circles in his native Philadelphia, was intrusted the formation of one of the most important divisions in administration work. Nobody, not even himself, had a very lucid idea of the demands of his position. Production of food lost half its value without conservation and prevention of waste. It was a new lesson that the people of Pennsylvania had to learn. How to teach this lesson was a paramount issue.

As a manipulator of great real estate operations Shallcross had discovered certain psychological principles that were equally applicable to food conservation. One was, as demonstrated at headquarters, that the individual must be taught to recognize that certain conditions were to his own advantage. If the average Pennsylvanian could be taught that food conservation meant victory in the World War, an outcome in which he was vitally interested, half the work was accomplished.

His foundations as chief of the division were laid on this basis. And the result was an indication of his judgment. The four-minute speakers, that remarkable body of business and professional men which was organized with the purpose of speaking

in churches, schools, theaters, moving picture shows, public entertainments and private gatherings for four minutes only, were supplied by Shallcross with material for half a dozen sentences. They ran something like this:

"We must win the war. To win we must feed our armies well. To do so we must save food here that we may be able to send it to them over there. Food will win the war."

The ground work of his administration had just been laid when there came an insistent call from the government for him to take up, as a dollar-a-year man, a line of work that had been his life study, viz., the valuation, negotiation, and purchase of real estate for great industrial establishments and for housing the tens of thousands of workmen to be employed therein. Men of Mr. Shallcross' ability and experience were sorely needed. They were comparatively few in number; yielding to the call, Tom Shallcross drifted out of the food administration work to assume another burden more fitted perhaps to his broad shoulders and wide experience.

A slender, dark-eyed man of forty or thereabouts, active physically and mentally, and endowed with a genius for smoothing down rough places, was in charge of conservation work for Philadelphia under the direction of Administrator Jay Cooke. His name was Thomas R. Elcock, Jr., a native of Philadelphia and the son of one of its former judges. When Shallcross resigned Mr. Elcock

was selected by State Administrator Heinz to fill the vacancy. It was a wise selection. The original plans for this division were amplified. As weeks went by new ideas were evolved and the Director of Conservation became one of the most potent factors in the administration.

The principal work of the division of conservation was one of education. Its duty was to educate people to save every scrap of food and to waste nothing, and to employ in this work every agency that could bring the subject directly to the homes of the people. In co-operation with the Women's Division it organized a corps of women in each county which was in charge of the director of woman's work in each county.

In Philadelphia, under the direction of Jay Cooke, a Woman's Food Army with Mrs. H. C. Boden in command, was organized on a military basis. There were lieutenants in charge of certain districts of the city. Under them were sergeants, with corporals in command of sub-divisions consisting usually of a city block. The Woman's Food Army was just beginning to function properly when the armistice was declared.

Director Elcock worked in close co-operation with the "four-minute men" of the Council of National Defense and in addition established in Philadelphia his own speakers' bureau. The members of this organization together with other representatives of the division of conservation

spoke before an average of from twenty-five to thirty audiences each week.

One of the great features of the division was the pledge card campaign, in which a total of 950,000 women of Pennsylvania pledged themselves to support the requests of the Food Administration for food conservation as they were promulgated from time to time.

A food conservation train designed to teach the most economical methods of preparing food, as well as preventing waste, was equipped and operated as the season permitted from September, 1917, to October, 1918. It was operated under the joint auspices of the Food Supply Department of the Committee of Public Safety, the United States Food Administration, and the State College of Pennsylvania.

It consisted of three coaches, two being devoted to the demonstration of cooking and preserving methods, and a third to charts and exhibits and it was accompanied by a staff of eight persons. During the autumn of 1917 and the summer of 1918 the train visited for one day each one hundred and fifty cities and towns in the state. A total of approximately one thousand persons daily visited the train while on tour.

Briefly sketched, the other lines of work consisted of inaugurating a public sign campaign. Tastefully designed signs, some of them of vast size, were erected in Philadelphia, Pittsburgh and in every other city and town in the state. In Phila-

delphia alone over seven hundred of these signs were erected—the expense being borne by liberal and patriotic citizens.

To further aid in saving food two gentlemen thoroughly familiar with the work were appointed by Director Elcock as experts in the dehydrating of food stuffs. Messrs. Craig Atmore and H. P. Fry acted as consultants for the householder who was interested in preserving food by drying, and also for the commercial purveyor of food stuff who desired to furnish food commodities in a dry form.

Under the conservation program the woman's division gave exhibits and demonstrations in every county. A war booth in the court yard of City Hall, Philadelphia, under direction of Miss Pearl MacDonald, maintained for weeks graphic exhibits of food saving. At every county fair in the state Director Elcock maintained conservation booths where exhibits were held and literature distributed. Every school and college in the state was visited in the interest of food conservation. College presidents, school principals and primary teachers incorporated in their regular work instruction and educational matter dealing with food problems. Circulars, posters and books dealing with the subject went directly to every teacher in the state.

Possibly the division that was more purely executive in its function than any other was that of County Administration of which H. H. Willock

was chief. Mr. Willock had under his charge all correspondence with the various county administrators. He was in a sense the chief of a great clearing house. At the outset of his administration, with great care and intelligence, he compiled and forwarded to each administrator a list of suggestions, blank forms for reports, and other necessary office details which proved of incalculable benefit not only to the administrators but to the chiefs of divisions at headquarters whose work brought them in touch with the administrators.

Under the direction and efficient supervision of Mr. Willock it was possible at all times for the state administrator to know the condition of work in every county. In all a total of 405 investigators, male and female, were active in the state during the period of the war. There were 362 merchants who acted as volunteer members of fair price committees; 61 members of the Bar who volunteered their services as legal advisers, while 49 newspaper men took charge of newspaper publicity and served as advisers in the matter of publication. The total number of paid employees was 172, of volunteer staff members 587, while 862 deputies, who had charge of as many localities, including townships and hamlets, were engaged in Food Administration work.

It became self-evident in the winter of 1917–18 as the work of the administration broadened that something more was needed than merely promulgating orders from Washington and demanding

their enforcement. The people of the state needed education along certain lines; intelligent instruction. In recognition of this necessity the Division of Education was organized with the appointment of Montgomery H. Wright as chief. Mr. Wright had for years been identified with newspaper and advertising work, and he brought to his new duties an experience and energy that rapidly led to a detailed organization that rendered valuable assistance to the administration. The Division of Education was subdivided into three classes—the advertising, retail stores and library sections. In the closing months of 1918 this division had charge of the publication of the "House Bulletin," a semi-monthly journal devoted to the dissemination of information of value to administration workers and retail merchants.

A very important part of the work of this division was the distribution of printed matter and literature issued from Washington. This was effected through the county administrators and through them to women's committees, public schools, public libraries and retail stores.

Miss Florence Hulings, a librarian by profession and a daughter of General Willis Hulings, of Venango County, undertook the work of distributing the division's literature through the public libraries of the state. Unfortunately the late period at which this work was inaugurated rendered it effective only during a brief interval before the armistice was signed.

One of the most important features of the division's work was to secure the co-operation of the merchants of the state. L. W. Wheelock, a very successful advertising manager, volunteered for this task. Merchants' organizations were formed in 349 leading towns and cities in Pennsylvania, and an accurate, direct and complete mailing list of over twenty-five thousand merchants was compiled. This list was regularly circularized with printed matter of interest to the trade, copies of important rulings, advertising suggestions and useful hints for more effective co-operation between the retail trade and the Food Administration. Some idea of the extensive activities of this division can be obtained from the statement that it encouraged and maintained window demonstrations of war food, while attractive lantern slides, featuring food mottoes and other important subjects pertaining to the work were made and sent to sixteen hundred moving picture houses. A motion picture film, featuring Mrs. Anna B. Scott, of the *North American*, a widely known cooking expert, preparing war time foods, was originated, staged and shown in every large city in the commonwealth. Campaigns with placards, show cards and window exhibits were conducted by Mr. Joseph R. Wilkinson to encourage the consumption of potatoes, instead of cereals and meats needed for our armies abroad. Equally successful was a drive for the conservation of sugar. In every instance the response of the people was sympathetic.

In Philadelphia particularly it was hearty and sustained.

The great and constant demand for food with which to supply and sustain our armies in Europe led to a consequent shortage in certain lines at home. This, in turn, and responsive to the law of supply and demand, led gradually to increasing prices for foodstuffs throughout the country. It did more, it gave birth to that unpatriotic and traitorous thing known as the "profiteer;" the individual who, taking advantage of the conditions thus created, piled up unjustifiable and exorbitant profits on every food commodity. To counteract this, and, if possible, drive the profiteer to his lair, there was organized in January, 1918, under the direction of Vice-Administrator Crutchfield, the Division of Price Interpretation. A. F. Gelino was appointed its first chief. He acted in that capacity until September, 1918, when J. S. Beerits, of Somerset, was appointed chief on the resignation of Mr. Gelino.

The method of combating the profiteering evil was not only simple in operation but proved effective in nearly every county in the state. In each county the administrator formed a committee consisting of representatives of the wholesale grocer, retail grocer, dealers in dairy products, wholesale and retail, of the granges, women, and in certain instances heads of organized labor. It was known as the price fixing committee and the service was voluntary.

These committees usually met once a week. They discussed market conditions, compared prices, grades and brands of goods; considered the questions of supply and demand and then proceeded to make up what was considered a fair price list of commodities. These prices were published in local newspapers which donated the space. The prices fixed were arranged on the cash-and-carry basis as well as a charge-and-deliver basis, the latter being slightly in excess of the former. The list upon which fair prices was fixed included only staple commodities and those upon which the state administration was advised from Washington to consider, viz., sugar, flour, cereals, butter and eggs, canned goods and certain miscellaneous groceries and dried fruits.

These committees were organized in sixty-one counties of the state. Six were unorganized being strictly rural counties of small population and without daily newspapers. The effectiveness of this movement in restraining profiteering was manifested from the beginning. A householder who found a merchant demanding a price higher than that fixed in the fair price list instantly became aware that it was an attempt to exact an unwarranted profit, and the dissemination of this information throughout a community almost invariably brought the would-be gouger to a realization of his crime.

Subsequently however, Washington had succeeded in perfecting what was known as "a system

of enforcible margins of profit" which established and regulated the legitimate amount of profits a merchant or dealer was permitted to fix upon certain commodities. It was not possible, except in a few instances, to get this system into satisfactory working order and instruct dealers as to the provisions of the orders on the subject before the necessity for it ceased to exist through the ending of the great struggle.

CHAPTER IX

A VITAL PROBLEM.

Keeping the Dairy Herds and Milk Supply of the Commonwealth up to Standard in a Crisis.

Prof. Fred Rasmussen, the Chief of the Division of Dairy Husbandry, was the least obtrusive member of the executive council. Not that he was of a shrinking or retiring nature but the subjects upon which he was recognized as perhaps the highest authority in the state were so infrequently brought under discussion. Rasmussen,, Phillips and Tyson formed a truimvirate of champions of tillers of the soil and the dairy interests of the state. That's what they were in the administration for. Morris L. Phillips had been a sturdy farm boy who at an early age had come to the great city, made himself a part of it, filled responsible positions for fifteen years and then went back to his first love, the farm, while still a young man. By owning and managing farms as a strictly business proposition he not only made a distinct success of it but had also become a recognized authority on agricultural problems.

C. J. Tyson was also a product of the farm and

associated with it all his life; a college man and a college trustee, but above all a business man, he was recognized over southeastern Pennsylvania as one of the leading pomologists and most practical fruit growers in a region noted for that sort of thing. His appearance indicated anything but connection with the soil. Placed in a group of half a dozen city men he would be selected by a discriminating stranger either as an attorney or a successful merchant. The conspicuous position he occupied was shown in his selection by the U. S. Secretary of Agriculture to be a member of an advisory board chosen from the states during the Food Administration days.

Professor Rasmussen's work in the administration was along co-ordinated but somewhat separate lines. He was a specialist in dairy husbandry. He was tall, with a strong expressive face, a genial smile, and a burr, almost imperceptible in his speech at times an inheritance from his Danish parents. He had temporarily stepped out of his chair in the faculty of State College and come to Philadelphia for days at a time to advise concerning the perplexing problems that had to do with cattle foods, mill feeds and dairy rations.

I am not so sure that the members of the executive council fully appreciated the value of Frederick Rasmussen or the extent of his practical knowledge of dairy husbandry until a conference of county administrators was held in the summer of 1918 at the Bellevue-Stratford in Philadelphia.

The mill feed situation was in a critical condition. It was scarce in the east and prices were skyrocketing. It didn't matter so much in the west and in states contiguous to great milling centers; but transportation lines were congested and millers, manufacturers of mixed feeds, and dealers in dairy foods, were weeks and months behind in the receipt of their shipments from the west.

It was at this conference that Prof. Frederick Rasmussen's name appeared on the list of speakers to discuss the troublesome questions of dairy husbandry and mill feeds. It wasn't an address as subsequently proved that afternoon; it was a plain, comprehensive, enlightening, encouraging talk. He hadn't spoken five minutes till nearly every county administrator was making notes. He was giving them a new vision of a vexed problem. They were not the mere utterances of a college professor based on a groundwork of experiment. He was speaking from the abundance of knowledge gained in the management of his own herds in a western state; an experience too that stretched back to a rich dairy farm in Denmark before he realized his dreams of life in another land. The practical farmers among the county administrators, and the others among them who had come up from a farm into other lines of effort in the world, heard things that afternoon they never heard before.

"Mr. Chairman," cried an enthusiastic administrator as the professor ended the general quiz that

followed his talk, "I move that Professor Rasmussen's address be printed and that copies be placed in the hands of the county administrators for distribution among the dairy farmers of the state."

What finer testimonial could have been offered Prof. Frederick Rasmussen of the faculty of the State College of Pennsylvania?

The news of that day, and the character of that twenty-minute talk reached Washington. Officials in authority recognized that here was a man who was needed for specific work "over there." Fred Rasmussen was summoned to Washington and asked to take charge of the work not only of supervision of the herds of dairy cattle that supplied our hospitals in France with fresh milk, but to lend aid in rehabilitating the decimated herds of northern France and Belgium. Passports were gotten ready, his work in Pennsylvania was adjusted to meet the new conditions—and then came the armistice. But coincidentally other influences were at work to give wide recognition to his experience and ability. These came to fruition. When the list of men selected to form the exceptionally able cabinet of Governor William C. Sproul was made public a few weeks later the name of Prof. Frederick Rasmussen appeared opposite the words, "To be Secretary of Agriculture for Pennsylvania."

And every man who had been his associate in the Federal Food Administration recognized the

discriminating wisdom in the governor's choice and said—"Amen."

Dr. Clyde Lyndon King was Milk Commissioner for the administration in Pennsylvania. He also was milk commissioner for Zone No. 3, which comprised half a dozen states including Pennsylvania and of which Howard Heinz was chairman. In October, 1918, Dr. King was appointed milk commissioner for the eastern states by Mr. Hoover and upon the creation of the Dairy Division of the National Food Administration at Washington was made chief of the section on distribution, costs, and policies. An added honor came when he was appointed chairman of the butter committee of the National Food Administration.

Dr. King came into the Food Administration from the University of Pennsylvania, retaining, however, his position as Assistant Professor of Political Science at that institution. He was known as the "Milk Specialist," a title which later was changed to that of "Federal Milk Commissioner." Of all the members of the administration who were specialists, King's field of operation was the more clearly defined. It was his province to keep in touch with the milk situation in the state; to see not only that the supply was not curtailed but that it was increased; to adjust difficulties between farmers and dairyman, and the wholesale dealer or middleman in the great cities, and in the natural course of events, between the latter and the consumer

Prof. Fred. Rasmussen
Division of Dairy Husbandry

Dr. Clyde L. King
Milk Commissioner

Milk to babies and growing children is a universal necessity. Whatever might happen in the way of food exigencies the children of the state, because of their helplessness, had to be protected. In this sense King was the champion of childhood.

Still another phase of his effort, and in a way vital to urban dwellers, was the price to the consumer. Probably the greatest monument to Dr. King, as a member of the Food Administration is the record of milk prices in Pennsylvania presented during his term of office, as compared with milk prices outside the state and in other great cities. It is an illuminating and instructive exposition of what unwearied effort backed by brains and fair dealing can accomplish. The highest prices for milk in Philadelphia during the period of the administration's activities was fourteen cents per quart for pasteurized bottle milk, delivered; as compared with seventeen cents in Washington, Baltimore and New York, and sixteen cents per quart in many other large eastern centers. But three cities of any size in the country had as low a price as fourteen cents to the consumer; these were St. Louis, Chicago and Milwaukee, and in no one of these were the returns to the farmer proportionately as large as in the Philadelphia district. In Pittsburgh the price did not exceed fifteen cents as compared with sixteen cents and seventeen cents in Cleveland, Cincinnati and nearby Ohio towns; besides the delivery conditions were more costly in Pittsburgh than in Philadelphia.

The sum total of this statement is—the general price of milk to the consumer in the State of Pennsylvania was kept correspondingly lower than the prevailing prices in neighboring states.

In addition, the amount of milk produced in Pennsylvania was greater at the close of the year of 1918 than ever before, and the flow of milk in the summer of that year was the maximum of any recent years. Another interesting showing was, that from the evidence available, the consumption of milk per capita was larger in Pennsylvania cities than in other territories in the United States.

A fact which contributed largely to some of the above conditions was that above and beyond all, King was a conciliator. So far as I am aware he never undertook to settle a difference between producer and wholesaler or wholesaler and consumer that he did not, with but one exception, accomplish his purpose. This was outside of Pennsylvania. It was a contest that had been going on for weeks; the minds of men had been settled in grooves for and against, and Dr. King was called in as a last resort. I believe the courts finally decided the dispute.

A fine example of the activities of Dr. King was given in January, 1919. Early one morning hundreds of householders in Philadelphia arose to find the matitutinal milk bottles empty on the front step and no supply available, for a driver's strike was on. It was unjustifiable and unpatriotic. The

strike involved, according to investigation, the demanded recognition by a wholesale concern of a union which had no members among its employees; another union having already been recognized by the firm. It was an alleged sympathetic strike but it later developed that there was another reason for the drivers' action, viz., a desire to force a closed shop agreement against returning soldiers to prevent them from re-entering the milk delivery business, thus depriving the strikers of their highly remunerative wages and commissions, which ranged from forty to seventy-five dollars per week, according to statements of the men themselves.

When it became apparent that the strike would be prolonged, causing suffering and illness among the children, depriving hospitals and the sick and infirm of their daily supply, King immediately laid plans to counteract such a condition. Within twelve hours arrangements were made for the opening of independent milk stations throughout the city. Public school houses and churches, in addition to regular depots, were to be supplied by a delivery system of trucks. In the meantime, he had been called into consultation on the situation but finding it was a question of rival labor organizations and not a lack of supply, of shipping facilities, or prices, little could be done in his capacity as milk commissioner. He could, however, and did, arrange to alleviate suffering and supply milk to all those in the city who desired or

required it. Then a few hours before shipments to his public milk stations were scheduled to begin the strike was called off. Popular indignation against the driver's action forced the issue, for it was proven by newspaper investigation that the strike was largely intended to build a Chinese wall of exclusion against returning soldiers who might seek their former employment as milk wagon drivers. But the commissioner in the vernacular of the thoroughfare "was on the job."

CHAPTER X

INSIDE FACTS.

An Economic Revolution Planned for Philadelphia but Never Effected—Hotels Saved Food by the Ton.

If the world war had continued its course for six months longer Philadelphia would have witnessed an economic revolution. Plans were under way and details were worked out for a new system of retail merchandising. Washington concurred in the plan. If successful in Philadelphia it would have been put in operation in every state.

Herbert G. Stockwell, Chief of the Division of Audits and Accounts, originated the system. Mr. Stockwell was one of the leading certified accountants in the country; an ex-president of the Pennsylvania Association of Certified Accountants and a member of the Bar. He was a man of broad practical ideas, whose advice in the executive council was always acceptable because it had a foundation of deliberate judgment and keen analysis. Stockwell, unobtrusive, genial, scholarly, was for several years lecturer at the Wharton School of Finance of the University of Pennsylvania, the author of a number of books and a

gentleman of high attainments and culture. The premises of his system were as follows:

The mass of the people in every great city depend upon the corner grocery for their food supply. The proprietor of the average corner grocery is not trained to the business. He frequently handles commodities that are unfit for food, or are of such low grade that they can be disposed of at a low price. The vast majority of them keep no books and have no figures showing profits; it is a question of the amount of money remaining on hand each night at the close of business. In the poorer sections these places are operated with no regard for the health of the customer. If they were fewer in number there would be greater attention to the needs of the customers, lower prices, and rules would be adopted to protect the health of their patrons. Saloons are proportioned to population; why not groceries? Public health demands it.

The system devised by Mr. Stockwell contemplated licensing every grocer. The number of retail grocery stores were to be apportioned to the number of inhabitants of a district. Where one low-class grocery served thirty to forty families, under the Stockwell system there would be two hundred families supplied by one high class.

This enlarged area of operation, the increased number of customers, and the desire to retain their patronage would result in greater economy in buying and in reduced prices to customers. It would improve the morale of the community.

HERBERT G. STOCKWELL
Chief of the Division of Auditing

When people discovered that they could purchase better food for the same money they had formerly paid the careless, uncleanly, corner grocer they would have no desire to return to the old system. The grocer would be amenable to law under his license and knowing this he would conduct his business accordingly.

The plan was laid before the administration in Washington and had received its approval and had the armistice not been signed when it was, Pennsylvania would have introduced a new and unusual system of food distribution.

The services demanded of Mr. Stockwell as Chief of Audits and Accounts required a man trained to the work, of highest standing in the community and of unquestioned integrity and patriotism. Within thirty days of his appointment he was invited to a conference in Washington where he was directed to submit plans for auditing and investigation, among merchants and manufacturers, on a scale that could be made effective throughout the United States. So deeply were the national authorities interested in his work that the chief of the division and several of his assistants visited Philadelphia to have him suggest improvements in the management of affairs at Washington.

The operations of his division were in the strictest sense confidential. It was his business to investigate licensees charged with profiteering; to examine their books in detail, and delve into the

innermost secrets of their business. His reports were made to Mr. Heinz and by him to Washington. The great difficulty was to secure high-class accountants, discreet and able to carry on the work. They were high-salaried men; and yet less than a dozen were employed at any one time. The confidential nature of Mr. Stockwell's duties did not end with the armistice. The reports of his investigations, when the administration demobilized, were boxed up under his personal supervision and shipped to Washington. They were for the eyes of government officials alone. Yet what a remarkable story is lost in the faithfulness of Herbert G. Stockwell; stories of attempted bribery, distorted accounts, burned books, and fake bookkeeping.

His field covered the state, but the efficiency of the investigators under Houston Dunn, who made preliminary reports on suspected firms, saved the government thousands of dollars in unnecessary expense.

The limits of this volume and the confidential nature of Mr. Stockwell's work do not permit of the extended story which the latter deserves. Two hundred and seventy-two cases of suspected profiteering were examined; among them seventy-three restaurants, ninety-five groceries, thirteen fruit dealers, twenty-seven fish merchants, and thirteen miscellaneous. In addition to his work as a member of the Food Administration, Mr. Stockwell or his firm acted as a clearing house for

the War Chest. At the request of Washington he investigated the coal situation, and in one instance saved the government over a million dollars by investigating a concern which was about to receive a war contract and whose creditors were harassing it in a way that would have involved the government in loss and delay had it not been for the Stockwell examination. And all of this admirable service was a gratuitous contribution on the part of Mr. Stockwell and his associates to the winning of the war.

The character of some of the firms investigated by Stockwell's division is illustrated in the following: A Philadelphia concern known to be pro-German in its sympathies was under investigation. Certain books were missing which they had promised to produce. On the morning the armistice was proclaimed Stockwell's chief accountant called them on the telephone and informed the manager that the federal examiners would be around that afternoon. The exultant and insulting answer came back over the wire:

"Oh, you go to hell. The war's over, you can't do anything now. I'm going out to get drunk."

Only in a general way, and to a certain extent unsatisfactory, could the amount of flour conserved and sugar saved in Pennsylvania households during the conservation period be estimated. There is no uncertainty, however, regarding the amount of food saved by hotel and restaurant keepers. In this respect Pennsylvania also led the states.

From beginning to end a card index system was maintained that furnished accurate information of the savings of firms, individuals, and corporations in this business. This was due to the methods of organization applied by J. Miller Frazier, Chief of the Division of Hotels, Clubs and Restaurants. The management of a great hotel or large restaurant depends for its success or failure upon the accuracy of its bookkeeping. Except in the small popular price, "home cooking" restaurant is there a lack of business system. The so-called "one-arm" café or lunch house is usually one of a chain of restaurants operated by a corporation in which overhead charges, help, light, fuel and the hundred and one incidentals are figured out to the fraction of a cent.

J. Miller Frazier was aware of this fact. His long experience as a hotel manager, particularly in the Bellevue-Stratford Hotel, Philadelphia, enabled him to perfect a system whereby, as the work of the Food Administration proceeded, he could tell in any given month of 1918 just how much meat, flour, sugar or other food essentials had been saved in accordance with Mr. Hoover's plans.

There was no division in the Food Administration in which system reached the perfection that it did in the Division of Hotels, Clubs and Restaurants. When he was appointed chief of the division, Frazier's first work was to secure, through a business agency, a list of all hotels, clubs, restau-

rants and public eating houses in the state. There were thirteen thousand of them. His first big job was to circularize every one of these places directing attention to the requirements of the administration and requesting their hearty co-operation. At regular intervals from December, 1917, to December, 1918, Mr. Frazier circularized this list not only with the rulings from Washington but suggestions as to the best manner of meeting the requirements of the food laws. At regular intervals he received from this list reports of the amount of certain commodities purchased and used; the amount of meat conserved on meatless Tuesdays, of flour saved on wheatless Wednesdays, and the amount, in pounds, of sugar that had been saved for the government within certain periods.

Had J. Miller Frazier lived back in the days of his ancestors among the hills of Scotland he would have been described as a "canny bit o' a mon." He was astute; a clever judge of men, as became the manager of a great caravansary; intensely practical yet combining with it a warmth and glow that was reserved for personal friends. Long before some other equally important divisions had gotten down to a basis of hard work Miller's division was pounding out results.

Take November, 1917, and the reports received through his return postal-card system showed that the hotels, clubs and restaurants of the state had saved 900,000 pounds of meat, 432,000 pounds of

flour. In December following the administration instructed him to notify his people that it would be necessary to institute another meatless day, Friday. Then a further effort was made to secure more pledge cards from those who, through carelessness, had failed to sign up and they came in with a rush. In December over 5,000 pledge cards to observe meatless and wheatless days were sent in. The questionnaires on the subject brought forth the astonishing report to Frazier that his division had gone "over the top" in savings effected of 1,612,000 pounds of meat; 878,000 pounds of flour.

But even this remarkable return did not satisfy the chief of division of hotels. He immediately organized every county, appointed a hotel man as a lieutenant to distribute pledge cards, posters and general information, and who was ready to report within forty-eight hours at any time the condition of affairs in his district. In January came the remarkable report that the hotels and restaurants in Pennsylvania had saved 1,695,000 pounds of meat at the behest of the Food Administration.

It is only possible to play up the high lights in the reports of this remarkably efficient chief. June, 1918, was the banner month in saving of meat, 1,792,000 pounds being the total. June of that year holds the record of flour conservation by the hotels, viz., 1,784,000 pounds; August, however, carried off the palm in sugar conservation with

J. Miller Frazier
Chief of the Division of Hotels, Clubs and Restaurants

999,000 pounds. The grand total as shown by his books gives these figures during his official career as chief of the division for the state:

Meat	saved	19,489,000	pounds.
Flour	"	16,012,000	"
Sugar	"	6,352,000	"

And then to show the type of man J. Miller Frazier was in a private letter on the subject of his work he says:

"Had I not been aided by the hearty co-operation of my county lieutenants and assistants and indeed by the hotelmen of the state I never could have accomplished the results that I have been able to report. At no time was a demand made of anyone of them that they did not make every effort to carry out.

CHAPTER XI

A MAN WITH AN IDEA.

Houston Dunn and His Investigators—Smith Kept the State Food Supply Equalized by Prompt Shipments.

Herbert Hoover, or someone in his office at Washington, was responsible for making Houston Dunn a member of the Federal Food Administration in Pennsylvania. It was one of the best things that came out of Washington in the interest of Howard Heinz's administration.

A month or so after the Food Administration wheels began moving in a rather desultory fashion, the organization was in its inchoate state, Houston Dunn, or as he is known to the business world, Houston Dunn, Inc., an engineer of Philadelphia whose professional activities run the gamut of constructive, consulting, and theoretical engineering, made a discovery. It was during one of his frequent trips through the state. It wasn't precisely a discovery, it was an inspiration. On its spur he sent a letter to Hoover, whom he had never met, suggesting that the paramount duty of the Food Administration, he spoke only for Pennsylvania, was to organize the farmers; arouse

them to the necessity of an increased production of crops. It wasn't a matter of generalization but of detail. The farmers should not only be organized down to the township, but to the last acre.

Hoover, or the person to whom he referred the letter of the Philadelphia engineer, answered in the usual official fashion, viz.: "Yours of the 17th received. Mr. Hoover appreciates your interest and suggestion, etc., etc." It was both discouraging and disconcerting to a man who had the interests of his country at heart.

A couple of weeks later, it was back in September, 1917, there came a letter from Howard Heinz requesting Mr. Houston Dunn to call at headquarters for a conference. Hoover, or the other fellow in Washington, had forwarded Dunn's letter to Pennsylvania headquarters, possibly, with the suggestion that this man was worth looking up; an individual with ideas; a business man who thought of things and projected schemes outside ordinary lines. That is how Houston Dunn became a member of the Food Administration.

The idea of organizing the agricultural forces had been seized weeks before by the Committee of Public Safety through its Food Supply Department. It was working out at the time Dunn wrote to Washington; but the fact that his was spontaneous, while the other's was being evolved by men who had been appointed to think, and scheme, and plan food production, was credited to the engineer.

Insurance engineering, if one might coin a phrase, is a large part of Houston Dunn's business. This brings him in touch with insurance folk over the state, and as the Food Administration spread its tendrils farther over the commonwealth, it became imperative that some method be adopted to detect slackers, pro-German sympathizers, and the criminally and wilfully negligent who sought to evade or render ineffective food laws.

Houston Dunn again, when this necessity became apparent, came forward with another suggestion: "Why not organize in every county, or group of contiguous counties, a force of men, intelligent, bright, and fearless, to look up and report such cases? Thus, an administrator knows that a certain leading miller in his county is violating the food laws; it is impossible to secure evidence through any resident of the county. What can be done?" The report reaches headquarters in Philadelphia; there is no delay in disposing of the matter: "Turn it over to Dunn's division." It is turned, and by the aforesaid Dunn, chief of the division, turned over to his investigators. Possibly the case was up in Smethport or down in Bedford. The state investigator in time turned up the evidence and in natural sequence the offender was turned over for penalizing to the county administrator or, if ultra-flagrant, to State Administrator Heinz. Usually it turned out badly for the delinquent. A turning all around.

It was an elaborate system that Dunn worked

out. There were between thirty-five and forty special investigators scattered over the state under his direction. Sometimes he'd go out on long trips of inspection. He wasn't a detective, only a business man turned superintendent of a secret service force and, as such, day after day he drove his high-powered car over Pennsylvania from the Maryland almost to the New York line.

Then, one day Houston Dunn disappeared from the office. Hepburn absented himself; Jay Cooke's chair at the council table was vacant. There were nurses flitting about headquarters in white caps and dresses, wearing masks and carrying small glass receptacles with black rubber nozzles and white rubber bulbs. The odor of menthol was in the air. Influenza had struck headquarters a stunning blow. Word came up from the supply division that young Williams was dead; next day Miss So-and-so of the clerical force was no more, and so the grim record grew. Maurice Lacy, Heinz's private secretary, a kindly sympathetic soul, turned solicitor and almost daily gathered money for wreaths and bouquets of sweet smelling flowers to lay on coffin lids.

Two weeks later Dunn reappeared. His face, never ruddy, had a washed-out look. There were dark circles beneath and a tired look in his eyes. He participated in the conference of the morning as usual. His co-workers noticed that he wore a heavy black silk tie in place of the usual colored one. Houston Dunn had witnessed his entire

family prostrated, and in the midst of it all had seen one of the beloved pass through the dark portal and go out of his life forever. Then he came back, and in his unobtrusive way took up his work where he had laid it down as though a night instead of a tragedy had intervened.

In the spring and summer of 1918 the outlook in the food administration was hazy and uncertain. No one knew just what might happen. There were possibilities of food shortage and demonstrations. Every duty not assignable to anyone else was turned over to Houston Dunn to investigate; to devise remedies or map our constructive plans. In this period Heinz called Dunn into a conference the subject of which was the question of covering instantly a shortage in any commodity should it occur in any section of the city. Dunn got busy. He zoned the city with special reference to its manufacturing and industrial sections. Plans were made for the establishment of bread, milk and provision depots; tentative leases were taken on several buildings in the northeastern part of the city, and Howard Heinz approved of everything. But the critical situation was never reached. Had it come Heinz and his men were ready for it.

There was a man at headquarters, slender, dark eyed, smooth shaven, whose light brown hair was thinning rapidly on top and who spoke in a low tone that was never known to rise above a conversational pitch, who occupied the unique posi-

tion in the administration machine. He had a desk, a secretary, two or three shelves filled with book-shaped letter files and a sheaf of letters and telegrams, usually telegrams, under a glass paperweight on his desk. He was never fussed and never in a rush, yet this unassuming chap had but to touch a telegraph wire and carloads of flour, sugar, flour substitutes, and food commodities of all kinds began rolling from point to point throughout the state. He was the magician of rail movement; the Aladdin of the administration.

His name was Robert P. Smith, and in his hands were placed for determination all questions concerning shipments, scarcity, or surplus of food commodities. He operated under the modest title, unsatisfactory perhaps and non-descriptive of his particular function, "Trade Distribution." He was the one indispensable expert who was always and ever "on the job." He had the entree of every railroad traffic manager's office. He lunched and dined with masters of transportation and government officers who were in control of regional divisions of railroad operation. They met him as one clothed with authority; but above all as one who knew his business.

It was Director Smith's duty to prevent accumulations of food stuffs in one section and avert scarcity in another section of the state. A county administrator would wire that the bakers of a certain town had barely sufficient flour to last three days; "supply needed instantly."

Within an hour Robert P. Smith had instructed a certain warehouse in a certain city to dispatch immediately two car loads of flour to that particular point and at the same time had wired a county administrator in another section of the state to ship immediately to the warehouse in question two car loads of flour from the stock accumulated at a designated mill or city to maintain the balance of trade.

Said Director Smith in speaking of his work at the administration:

"I don't believe the public realized the importance of conserving wheat at the time, February, 1917, that Herbert Hoover issued the fifty-fifty order with the statement that we would be required to export 70,000,000 bushels of wheat to our allies; and to do this great sacrifices were necessary. I had to reckon with indifferent dealers who didn't care to have their business disturbed and flour hoarders who had bought in large quantities anticipating just the contingency that arose. Then the wholesale trade claimed that flour substitutes couldn't be obtained which, no doubt, was the case for a few weeks. But I knew from reports in my hands that there was enough flour in consumers' hands to last until western mills could deliver substitutes in Pennsylvania. Wherever I found, held in stock, large amounts of flour in excess of local requirements I had it reshipped to markets elsewhere in the state that were short of a supply.

HOUSTON DUNN
Chief of Division of County Inspectors

"A fact not known to the public, and which was due to Hoover's foresight, was the holding of large amounts of flour in public warehouses for an emergency. Philadelphia had thousands of barrels in reserve in 1918. This, of course, was before the new crop was available. The flour was held at our disposal. I was privileged to draw upon it for shipment to any part of Pennsylvania where there was a shortage or a danger of a flour famine. But only about 15,000 barrels were required before the new crop was available. I found there was a considerable amount of winter flour in the state that was not being used by the baking trade, which demanded spring wheat flour from the northwest. I insisted on this flour being consumed at home, which was done.

"The great struggle was to keep flour moving and the consumer supplied with substitutes until the new crop of 1917 got to market; when it did another situation just as serious as the shortage confronted us. The market became congested, warehouses were filled to overflowing, tracks were congested and railroad equipment tied up because flour dealers had overstocked."

It often became necessary for the director to make decisions affecting great interests, thus establishing a precedent on which future action could be based. An important issue was raised in September, 1918, concerning a shipment of substitutes. The consignee's attorney was an old acquaintance of the director. He visited the

attorney's office one day in connection with this particular case. The latter was brimming over with technicalities, fortified with judicial decisions, and voluble on "condition of consignment, law of contract, etc., etc." Smith heard him in silence and then as the lawyer took a bulky volume from his shelves the director quietly remarked with a gesture of dissent:

"No use, Joe, those books'll not do you any good. I'm laying down the law in this case and I get it direct from Hoover in Washington, and he gets it from the President. We'll consider the case closed." And it was.

ROBERT P. SMITH
Chief of Trade Distribution

CHAPTER XII

THE COMEDY ELEMENT.

Tales of the Grave and the Gay in the Sugar Division Where Falsehood Flourished Like a Green Bay Tree.

"Tales of the grave and the gay," would be a perfectly descriptive title for the hundreds of interesting incidents and pathetic little stories that came out of the sugar division in the months of its existence. It was at once the most remarkable and the most unlovely of all the departments at headquarters; the "rough house" section, the domain of prevarication and the abiding place of perjury; the busiest place for the time being the Recording Angel ever had to deal with.

An ancient proverb says, "There is no aristocracy in crime," and by the same token there was no aristocracy in the persistent, bold-faced, awkward, flippant, unmitigated and disreputable lying that was daily associated with the work of the sugar division. Perjury left its trail along the corridors and through the offices. Rich and poor, aristocrat and denizen of the slum, philanthropist and miser, Jew, Gentile and Greek, the educated and the ignorant, stood side by side upon the same

disreputable platform when it came to misstatements about sugar. Lying had no special votaries; representatives of all classes bowed at the shrine of mendacity. And this same condition prevailed generally over the state; in nearly every county. Subreption's temple was cheek-by-jowl with the county administrator's office. It was a revelation as amazing as it was shocking to the officials who were compelled to come in contact with it; a painful realization that men and women would imperil their honor for the sake of a few pounds of sugar.

Nearly all the administrators had their augmented office forces ready to deal with the sugar situation when Washington issued its edict. There were exceptions, of course, as in the case of Administrator Williams of Northampton County, who assumed charge but two days before the issuance of certificates began. Within twenty-four hours he had assembled the necessary force; for an entire day and until nearly daylight the following morning he spent the hours continuously drilling his people. In Philadelphia the superintendent of public schools was appealed to and several hundred school teachers from the higher grades volunteered to act as clerks, recorders and office inspectors. J. E. Bacon who had assisted at Philadelphia Liberty Loan Headquarters in work connected with one of the bond issues, was appointed by Jay Cooke secretary of the division with Herbert D. Allman as assistant.

The first few days' rush for certificates demonstrated that the offices in the Finance Building were wholly inadequate to accommodate the thousands of applicants. The entire ground floor of a building on Fifteenth Street opposite South Penn Square was offered rent free by the owner; tables were hurriedly secured, railings erected, and long unpainted board counters were constructed. Even with these facilities the crowds were so dense that for days a queue was formed that stretched to Chestnut Street. Men, women and children waited for hours to obtain certificates or make statements. It was during this period that the weakness of humanity and its capacity for wilful misrepresentation were disclosed to the authorities.

The saddest, and most spectacular experience of the division was during the three weeks of the influenza epidemic, or, as it was popularly known, the "flu." At the end of the first week sixty per cent of the stenographers and women clerks were prostrated. The serious atmosphere of the surroundings were augmented by the appearance of trained nurses in uniform wearing protective masks over their faces who in a practical way went about their work of rendering immune from the disease those who remained at their desks. More than any other division did this one require the use of prophylactics, for a large percentage of the clientele were from sections of the city most likely to promote and harbor the spread of the infection.

The bravery and patriotism of the women who escaped attack in carrying on the work and taking up the burden of the victims was beyond praise.

In the midst of this period a comely person well dressed, seemingly in good circumstances reached the desk of Assistant Secretary Allman in tears. She declared that the legal department of the administration had compelled her to give fifty dollars to the Red Cross which took her last penny. It was all the money she possessed and she had a small family of children to support, at the same time ostentatiously displaying an empty pocketbook. "They accuse me of hoarding sugar," she said. Her story was straight, logical and convincing and his sympathies being aroused, Allman directed her to return to the legal department, explain the situation, and let him know the result. An hour or so later she again appeared at the head of the waiting line more profoundly abject and lachrymose than before. The legal department had informed her that her case was closed and could not be reopened. With his sympathies still further aroused, the assistant secretary dictated a letter to J. B. Lex, Esq., in charge of legal enforcements, asking him if it were not possible to make a further examination as he felt an injustice might have been unintentionally done in the case of this woman, and if so, her money should be returned. With a profusion of thanks the woman departed. As she disappeared his stenographer whispered in Allman's ear:

"Did you notice the first time that lady spoke to you she was wearing large diamond ear-rings? When she came in just now they had been removed from her ears."

"Are you sure of it?" the assistant secretary asked.

"Positive," was the reply.

Closing his desk and seizing his hat Allman rushed out and found the woman just about to ascend in the elevator to Mr. Lex's office. Her face was wreathed in exultant smiles and she engaged in joyful conversation with a man, doubtless her husband.

"Let me have that letter I gave you a moment ago," said Mr. Allman. The woman handed it over.

"If I am not mistaken, Madam, you were wearing diamonds in your ears when you came into my office the first time."

"Yes, I was," she faltered.

The letter was instantly destroyed in her presence. The statement that she was penniless was false. Destitute people do not wear costly diamonds. The charge of hoarding was true and thus ended what came to be known in the division as the "Romance of the Diamond Lady."

The antithesis of this was the case of a little old lady with a hesitant manner who looked as though she might have stepped out of some rare old colonial painting. Her manner was dejected and appealing. She informed the clerk who was

handling her case that she baked homemade cakes and sold them in the office buildings in the heart of town and by so doing supported herself and a widowed sister. She had on hand a sufficient supply of sugar for a couple of months, for she used very little, but through ignorance had neglected to register her requirements in time. Under Washington's ruling she was not entitled to any sugar for the remainder of the year. The law could not be evaded yet the case was so appealing that one of the officials succeeded in interesting a large baking concern which agreed to supply her with cakes such as she made at home at a cost even lower than she could have made them herself. Until it disbanded, the sugar division was numbered among her best customers.

The oddest plea for a supply of sugar for preserving came from a member of a world-wide religious sect whose tenets proscribe the flesh of swine as food. There seemed to be difficulty in adjusting his application and the man was referred to the secretary.

"What do you preserve?" he was asked.

After a considerable and embarrassing pause on his part he replied:

"Apple sauce."

"How do you use this apple sauce?"

"I eat it with roast pork," he answered apparently surprised at the interrogation.

The official in charge decided that if the applicant could violate the precepts of his religion as

readily as he did the regulations of his government, he had earned a certificate.

Sarcasm, vituperation, threats, and, on rare occasions, a choice vocabulary of descriptive profanity, were among the verbal missles aimed at the sugar staff. A fleshy negress had misstated the amount of previous consumption and when informed of this made the usual excuse, "Ah didn't know." She was informed that ignorance was no excuse, whereupon, she uncorked the vials of her wrath and aimed a volley of denunciation at the clerk that for rapidity of action and explosive quality was a vocal imitation of a machine gun. Her culminating declaration was:

"I may be black an' you is white but I ain't no more ignoranter than what you is, if I is."

Letters by the hundreds in every modern language, and every style of chirography were rained upon the division. One woman wrote a thirty-two page letter minutely describing the tortures suffered by the poor children in her neighborhood because she was not permitted to use more sugar for her "snowballs," a mixture of chopped ice, diluted flavoring, aniline dye and the impalpable dust of the street, which she dispensed for a penny each to the youngsters. Another recited the fact that a certain individual, giving his name, made it a daily practice of buying six cups of coffee so that he might get sugar enough for the two cups which he always drank at luncheon. A pathetic little note read:

"Dear Mr. Hoover: Can we have some sugar for Thanksgiving? We live on a farm and are going to have a big dinner and our pumpkins is ripe and say can we please have some sugar for pumpkin pie."

A socially prominent woman in surprise and indignation appeared one day in response to a command that she explain the possession of a barrel of sugar in her cellar while at the same time she was purchasing it from various grocers. She indignantly denied the accusation and attributed it to the malice of some designing acquaintance. The evidence was conclusive but the lady's counter assertion was so emphatic that she was finally asked if she would permit an inspector to visit her home and prove to her the fact. She gladly acquiesced and her surprise was beyond description when the inspector, among twelve barrels of chinaware, pointed out one barrel of sugar. She was absolved from any design to deceive the Food Administration though technically guilty. The sugar had been delivered months before to her country home in New Jersey. When she returned to her city residence this barrel was forwarded with the barrels and boxes in which china and bric-a-brac were packed. The entire household was thrown into consternation and the woman's husband made a special appeal that they be spared publicity in view of all the circumstances. The discovery was made by a gas-meter inspector who found it necessary to move several barrels of china

to reach the meter and among them found the barrel of sugar barring his way.

An instance of a deliberate attempt to hoard was that of a prominent Philadelphia family much given to philanthropy and charity. A discharged servant furnished the information. The wife was peremptorily ordered to appear at headquarters. She expressed great indignation; regarded the summons as an insult, etc., etc., but finally consented to permit an inspector to make an examination. There was sugar hidden in coffee cans on the second floor, but of greatest interest was a beer keg concealed in the basement filled with sugar and sealed with paraffine.

The ingenuity displayed in attempts to circumvent the administrator and obtain excessive supplies was sometimes not only very clever but very amusing. An inspector visited a house in South Philadelphia in which a woman had claimed an allowance on the basis of eight in the family. What the inspector found was a woman, a recluse, with three dogs and four cats for her companions. The fact that the woman placed herself in the same category with dogs and cats did not procure for her the desired supply.

In the preparation of a form upon which appeared the question, "How much sugar did you buy between January 1, 1917, and July 1, 1917?" was a statement that instantly aroused suspicion. The applicant was a Greek and an inspector was detailed to investigate the case. He found that

three Greeks had bought from each other the same amount of sugar, viz., 3,000 pounds each. They had at first purchased 4,000 pounds of sugar from a regular dealer but by a system of "kiteing" or exchanging checks they had made it appear that each had bought 3,000 pounds from the other or a total of 9,000 pounds including the extra 1,000 pounds in the 4,000 originally purchased. If this scheme had escaped detection each of the three would have been entitled to 5,000 pounds of sugar for the first six months of 1918 when actually he was entitled to but 2,000 pounds.

CHAPTER XIII

HOW THE NEWSPAPERS HELPED.

Over $550,000 Worth of Space Given Gratis to the Work by the Newspapers of Pennsylvania.

This is the story in brief of what the newspapers of the state did to help the Food Administration in its work:

The Division of Press News was the outcome of an insistent demand on the part of the editors and publishers of Philadelphia for an efficient news service at State Administration Headquarters. In the earlier days there was a total lack of system in the dissemination of information. Reporters depended upon their news instinct and opportunity to get a story at the administration offices. An advertising writer employed by the division of education filled the gap for a couple of months, but with unsatisfactory results. In the midst of this dilemma Howard Heinz and Vice-Administrator J. S. Crutchfield, called a meeting of leading Philadelphia journalists to discuss the critical situation that had arisen in connection with the introduction of wheat-flour substitutes.

The meeting was held in Howard Heinz' office,

with J. S. Crutchfield, Jay Cooke and C. J. Hepburn, Esq., representing the administration—Mr. Heinz being absent from the city—and on the part of the newspapers, E. A. Van Valkenburg, publisher of the *North American;* J. J. Spurgeon, editor-in-chief, and E. J. Sterling, of the editorial staff of the *Public Ledger;* P. H. Whaley, editor-in-chief of the *Evening Ledger;* Herman L. Collins, editor-in-chief, and George Waite, of the editorial staff of the *Telegraph;* John P. Dwyer, editor-in-chief of the *Record;* Richard J. Beamish, managing editor of the *Press;* F. C. Whitecar, city editor of the *Inquirer,* and W. B. Craig, city editor of the *Bulletin.* Subsequent conferences were participated in by David E. Smiley, who succeeded Mr. Whaley as editor-in-chief of the *Evening Ledger;* C. C. A. Baldi, publisher of *L'Opinione;* W. A. Connor, manager of the Associated Press; Edward J. Hunter, city editor of the *Public Ledger;* James M. Bennett, of the *Evening Ledger,* and representatives of the Jewish newspapers.

At this conference the officials frankly explained the seriousness of the food situation with regard to the available supply of flour and the necessity for immediate action to avert famine. It was instantly evident to the newspaper men that they had not been fully informed of the seriousness of the situation; that if the avenues of publicity possessed by them were to be made available intelligent co-operation with the administration must be established. This could be secured only

George Nox McCain
Director Division of Press News

by the organization of a Division of Press News under the direction of some one in whose honesty, judgment and fairness the newspapers could repose absolute confidence.

Vice-Administrator Crutchfield suggested that the newspaper men select their own representative for the position who would be appointed a member of the State Administration and also a member of the Executive Council. A sub-committee consisting of E. A. Van Valkenburg, publisher of the *North American;* P. H. Waley, editor of the *Public Ledger;* J. E. Lewis, city editor of the *Press;* F. C. Whitecar, city editor of the *Inquirer*, and W. B. Craig, city editor of the *Evening Bulletin*, was named to select a chief for the new division, one with newspaper experience and training. At an adjourned conference at administration headquarters the name of Colonel George Nox McCain was unanimously accepted.

George Nox McCain had had an experience of over thirty-five years in newspaper work in Pittsburgh and Philadelphia as city editor; as New York, Washington and foreign correspondent, and as editor and publisher of the Colorado Springs daily and Sunday *Gazette*. He was notified and accepted the appointment with the understanding that he serve without compensation and be given the hearty support of the Philadelphia newspapers.

On March 7, 1918, the organization of the Division of Press News of the Federal Food

Administration in Pennsylvania was perfected with Colonel McCain as director; the appointment was confirmed at Washington and he also, by appointment of Administrator Heinz, became a member of the Executive Council. The wisdom of the newspaper people in suggesting the organization of a press division was manifested immediately. Every newspaper reporter at headquarters was supplied with the news of the day as to facts; their manner of presentment was left to the individual judgment of the reporter.

Absolute impartiality was observed. Favoritism, "scoops," or special interviews with officials was discountenanced. Rigid rules in this regard were formulated for the reason that professional rivalry or individual interprise could not be permitted to interfere with the great work of keeping the public informed on food rulings. Every channel of newspaper publicity, from the day of the organization of the division until it was disbanded in February, 1919, was utilized for the dissemination of news and propaganda. The Associated Press, United Press, International and Hearst News Services were thrown open for telegraphic matter of immediate news value.

In Pittsburgh the daily newspapers were reached by a headquarters' telegraphic service, handled by J. K. Burnett, manager of the Tri-State News Bureau. Every important newspaper in the state was appealed to personally and its co-operation requested. The result was that 347 daily, weekly,

and semi-monthly newspapers pledged themselves in writing and faithfully observed their agreement. Out of the entire number of editors and publishers so addressed but one declined to co-operate. His reply was a vituperative arraignment of the Food Administration. The only charitable excuse for this unusual attitude was that of ill health for a news message three weeks later announced the death of the individual.

The division originated a "Slip News" service to daily and weekly newspapers. This service released news throughout the state a day or two in advance of publication. The division acted as a clearing house in Pennsylvania for all the general news matter received from Washington. In a period of forty weeks, ending December 31st, 1918, twenty columns of slip news matter per paper were issued by the division, a total of 3,460 columns.

In addition, 287 weekly and semi-weekly newspapers, and seventy-one daily newspapers, accepted the plate service, making a total of 534 newspapers publishing Food Administration news. This ratio maintained with slight change to the close of the activities of the division on December 31, 1918. Nineteen issues of plate matter were sent out, aggregating a total of thirty-two columns, to each of the 358 papers requesting it, making a total of 11,456 columns.

No record of the number of columns of local Food Administration news in the daily newspapers of Philadelphia prior to March, 1918, had been

kept. A careful measurement made from the files of each newspaper shows that up to and including August 10, 1918, 719 columns of Pennsylvania Food Administration news had been published by the Philadelphia newspapers. In the same period, 473 columns of telegraphic matter, pertaining to the Federal Food Administration, were also published, exclusive of 112 editorials, twenty-two cartoons and fifty-five columns of Sunday specials. The total amount of Pennsylvania Food Administration news published by the Philadelphia newspapers up to December 31, 1918, was 1,230 columns, exclusive of telegraphic news, editorials and special articles.

If computed on an advertising basis of straight reading matter, the value of this space would amount to over $550,000; and this does not represent the total contribution of Philadelphia newspapers to the Food Administration cause.

No record was kept of the amount of space given over to Food Administration news by the daily newspapers of Pittsburgh, that being practically impossible, but on the most conservative estimate it amounted to hundreds of columns. The newspaper publishers of Philadelphia and Pittsburgh co-operated in the heartiest and most patriotic manner with the Food Administration officials.

In Scranton, Wilkes-Barre, Erie, Harrisburg, Altoona and other of the smaller cities, the publishers, like those of Philadelphia and Pittsburgh, gave ungrudgingly of their space to the dissemination of news and propaganda.

The work of the Food Administration in Pennsylvania would have suffered to an extent not possible to determine, had not the newspaper editors and publishers of the state given to this great war activity their whole-souled support. One of the finest examples of unselfish patriotism in the history of Pennsylvania's war activities, was the work of the newspaper publishers who gave their space freely and without desire of reward.

CHAPTER XIV

WOMAN'S WORK.

What the Women Did—The Woman's Food Army of Philadelphia—How the Division of Bakeries Operated.

There was one division about whose work very little was heard, largely because it was performed in such an unostentatious manner: the Woman's Division, of which Mrs. Charles M. Lea was chief. Appreciating the commanding position that must be occupied by women in any food conservation measures, this division was among the first organized. The plan of organization was similar to that earlier adopted by the Committee of Public Safety and Council of National Defense. A woman chief was appointed in every county responsible to the county administrator but reporting to the chief of the State Division in Philadelphia. It was the first great universal organization of women in the state.

In Philadelphia it took the form of a women's food army. In each county there was a central organization whose influence reached into every home. Among the features of this work were the organization over the state of community kitchens

and canning centers; demonstrations of baking with wheat-flour substitutes; promoting war gardens, and rendering assistance to those who desired information concerning the operation of food laws.

The women's organization in Pennsylvania rendered untiring and invaluable service in its contact with large and small groups of women, with the homes of the people direct, and with both the native and foreign elements in our population. With the last named its influence for good was most potent and of the highest importance.

In addition to the above, the women's organization in nearly every county took practical charge of the propaganda in public schools and private homes. Women speakers addressed meetings everywhere. They distributed literature, sugar certificates and home cards. Genuine enthusiasm was aroused and women's influence and example in food conservation was the mightiest lever that the administration possessed.

The story of the women's food army in Philadelphia is the record of one of the most remarkable movements ever inaugurated in the state.

During the spring of 1918, Jay Cooke, administrator for Philadelphia, felt that there should be more personal connection between the Food Administration and the people it needed to reach; for, although newspapers carried the food regulations faithfully, yet it seemed necessary to have a direct message given to the housekeepers at frequent intervals.

By the 1st of June, 1918, the woman's division of Philadelphia County, had so greatly increased under the leadership of its volunteer director, Mrs. Harry C. Boden, that the activities of the executive secretary fell in two lines: (1) conservation by all possible means and (2) the organizing and conduct of the body of women known as the Philadelphia Food Army.

It was decided to organize Philadelphia women on an army basis. Mr. Cooke was in command of the Philadelphia Food Army; Miss B. K. Van Slyke and Mrs. Edith Blank captains, and the leader of each ward, lieutenant; the leader of each political division or small group of divisions was sergeant; the representative of the Food Administration, corporal; the privates being the citizens in the block.

Each member of the army was given an insignia. The insignia was a piece of blue felt, about two and a half by five inches, bearing the seal of the Food Administration at the top and at the bottom bars denoting rank. The corporal's insignia had two bars of red, the sergeant's three and the lieutenant's one straight bar of gold.

As something definite on which to start the army to work, a special bulletin was prepared to be distributed during the first week of each month, the bulletin to be changed as the food regulations changed.

The army at the time of the armistice consisted of 3,700 women as follows: Thirty-five lieutenants,

350 to 400 sergeants and the remainder corporals.

In other conservation work of the woman's division much progress was made. In all over fifty factory talks on conservation, sometimes accompanied by demonstrations where facilities were adequate, sometimes made more graphic by the distribution among the audience of samples of food discussed, were given during the summer in response to a circular letter sent out from this department. The talks themselves were given by expert demonstrators from the State College.

The work of women at headquarters was untiringly efficient. Miss McCombs as executive secretary did, until she resigned, admirable work. Miss Ellen Brinton, for the Division of Distribution and Markets, reported by day and by night the receipts of foodstuffs at the various markets of the city, often at great personal inconvenience.

The scores of women clerks, secretaries, copyists, typists and even the young girls in the filing rooms did their work with unflagging energy and a patriotic zeal distinctive of the highest type of American womanhood.

The women teachers in the eleven thousand Sunday schools in the state supplemented their work on weekdays by their influence and instruction on Sundays. Every child in a Sunday school class under the care of a patriotic Christian woman became an evangel of food conservation.

The work in the Sunday schools of the state was perfectly organized and thoroughly systematized

under the direction of W. G. Landes, state superintendent of sabbath schools, who acted as chief of that division. The first request for active work on the part of the state association was in the fall of 1917, when the administration was preparing to launch a nation-wide campaign of publicity in saving food.

In Pennsylvania the Sunday schools are organized under district associations, and the districts, in turn, under county associations. There are sixty-seven county organizations and over nine hundred district organizations. The plan of the Food Administration and the Pennsylvania State Sabbath School Association involved the visitation of every Sunday school in Pennsylvania on a certain Sunday in November, 1917. The state association sent out literature and letters to every Sunday school superintendent and also to every district association, so that on the Sunday designated there were visitors in almost every Sunday school in the state, urging the claims to food conservation. As near as the state association could estimate it, there were in the neighborhood of four thousand four-minute men making conservation addresses and appeals on that day.

A similar campaign was carried out by the state association on the first Sunday in December, 1918. By this time the war was over, but the drive was entered into with as much enthusiasm as was that of 1917, and a like success was achieved. There were in the neighborhood of forty to sixty thousand

J. E. Bacon
Secretary Sugar Division

Fred C. Haller
Chief Bakeries Division

letters sent to pastors and superintendents in Pennsylvania and almost every Sunday school in the state was visited by Sunday school officials in the more than nine hundred district associations.

Late in the spring of 1918 there was wide-spread violation of food rules in the baking trade, due not so much to a desire to evade the law as to ignorance concerning the use of wheat-flour substitutes and the difficulty of securing supplies. A campaign of education was determined upon and Fred C. Haller, of Pittsburgh, who had been identified with the Allegheny County Food Administration, was appointed chief of a newly created Division of Bakeries.

Mr. Haller established an office at headquarters in Philadelphia, visited every county in the state appointing county lieutenants and service boards, organized the bakers and in public meetings and conferences, being a technical trade expert and chemist himself, gave instructions as to the most satisfactory and economical methods of using substitutes.

A change in conditions became manifest at once. There were fewer complaints of ruined bread, and the bakers of the state evinced an eagerness to co-operate with Mr. Haller in every way. To his educational work is due the subsequent efficiency of the trade. Large modern bakeries opened their doors to smaller members of the craft and demonstrated to them their methods of baking "Victory" bread, as the wheat-flour substitute product was

called. Such a thing was never known before. The fact that the bakeries of the state supplied over fifty per cent of the bread consumed as food is evidence that Mr. Haller's division conserved over fifty per cent of the wheat flour that was saved in Pennsylvania for shipment to our armies and allies abroad.

Co-operation was carried to the extent that no change in the price of bread was permitted until after full investigation and complete report of the facts had been favorably passed upon by the state chief and the local county administrator; standard weights of loaves were closely adhered to, and the practices of the return of stale bread and the delivery of fresh bread several times daily abandoned.

Mr. Haller visited the different counties frequently and kept in close touch with the different county administrators and maintained a spirit of co-operation through a series of meetings of the entire baking trade in the county seats of the various counties. There was thus established a spirit of harmony throughout the state, which was maintained during the life of the administration, although the sudden abandonment of the substitute program after the signing of the armistice caused considerable inconvenience among the bakers who had stocks of substitutes on hand.

In most counties the bakers' organization patriotically financed the work of their own lieutenants, in order that it might be carried on vigorously

without any financial support whatever from the administration.

The quiet, persuasive, convincing manner of Fred C. Haller, coupled with his intimate knowledge of every phase of the trade, inspired the bakers of the state with confidence, while the admirable results achieved by his division through his intelligent activity were evidence of his personal worth and high professional ability.

Not only was the conservation of flour and other foods necessary to the gigantic task of winning the war, but it was imperatively necessary to increase the supply of grain and prevent, in every way, the careless waste of the years of peace.

It was in this connection that Charles Garber was appointed threshermen's assistant for Pennsylvania. His activities extended throughout the threshing season. While this division might appear to be not of great importance, yet it was one of the most efficient and remarkably effective departments in the whole work of the Food Administration.

It was the duty of Mr. Garber to visit every section of the state, get in contact with farmers and threshermen, and as a practical man point out to them the source of waste in grain from the time it is in the shock until it is in the bushel. There are thousands of threshing machines in Pennsylvania; in some counties as high as from twelve hundred to fourteen hundred of the smaller threshing machines. Out of a crop of twenty-two million

bushels of wheat in the state, it was estimated by Mr. Garber that five per cent of this was a saving. In his experience among the farmers, Mr. Garber could frequently show a loss of as much as three pints to every two and a half bushels of grain threshed and this was done by making some small adjustment in the machinery. If the division of grain threshing did no more than demonstrate to the farmers of Pennsylvania how they could save grain that otherwise would go to loss, it accomplished a great mission.

In the early summer of 1918 E. Lawrence Fell was appointed Director of the Division of Commercial Economy, which was then newly organized. Its object was to impress upon the retail merchants of the state the necessity for economy in the distribution of commodities to customers. To this end a campaign was begun in the large cities for a delivery only once a day instead of three or four times, as had been the custom.

Customers were urged to purchase food on the "cash and carry" basis particularly, and thus save the extra expense of delivery. There was considerable opposition to both propositions, particularly in the large cities, but eventually the plan was adopted with considerable success. In several counties of the state merchants combined, and instead of having separate deliveries instituted the unit system, whereby one set of wagons for all retailers was used in distribution. This work was

still in process of active extension when the armistice was signed.

The necessity of co-ordinating the work of all educational activities interested in food conservation was made manifest during the summer of 1918. There was college work, public school work, parochial school work and a number of other educational forces which it seemed required closer co-ordination and efficient team work, though the food conservation effected through these separate channels had been very efficient. Dr. William McClellan, dean of the Wharton School of Finance of the University of Pennsylvania, was appointed chief of this division, which was known as that of Co-ordinated Educational Activities. Its work was just beginning when the armistice was declared. Extensive plans had been made, but the ending of the war put an abrupt finish to them.

CHAPTER XV

INTERESTING EPISODES.

The Boy from the Mountain, and Other Odd Stories from the Interior of Old Berks and Luzerne.

Back in the remote fastnesses of what are known as the Cumberland Mountains, where Berks and Lebanon meet, resided a boy of fourteen. Somewhere, in the early days of the war, he had read that everyone could do something, no matter how little, to help win the war; that even boys and girls could render valuable assistance, in reporting "slackers" or those who refused to observe the food laws. A few weeks later the Enforcement Division of the Food Administration in Washington forwarded to Charles J. Hepburn, Esq., chief counsel for Pennsylvania, a letter from a boy in Berks County. In the routine course of such matters the communication was forwarded to Administrator Davies, headquarters, Reading.

The letter, in the untrained hand of a school boy, told how a certain miller in the Berks Mountains was violating the food laws by selling flour without substitutes and otherwise disregarding the mandates of the government. The administrator

drove in his car to the home of the writer. It required a day to go and return over the narrow unfrequented roads of the district. Difficulty was experienced locating the author of the communication. At farm houses where inquiries were made, people knew of William Z—— but no one of the name of Albert Z——. It subsequently developed that the boy, whole heartedly and passionately American, had voluntarily changed his name. He insisted upon being known as Albert. Baptized William he regarded it as a German cognomen, while Albert was Belgian, the name of its heroic king.

There was consternation at the farm house of the boy over the arrival of the administrator. In a flutter, the mother announced that the official must cut short his interview with the lad. His father was expected any moment. The latter who was violently pro-German, as was later discovered, had frequently whipped the boy for his outspoken loyalty to his country.

Two weeks later, a tired woe-begone little chap with dusty shoes, appeared at the office of the administrator in Reading. It was Albert Z——, the boy of the mountains. After repeated beatings, his father had driven him from home upon learning that he was the author of the letter about the unpatriotic miller. The facts were instantly communicated over long distance 'phone to the Legal Department at Philadelphia. The instructions from Chief Counsel Hepburn were terse and emphatic:

"Send the boy back home with a letter to the father notifying him if there is any repetition of this offense, or if he punishes the boy in any way for expressions of loyalty, that the full power of the government will be directed against him in a manner that he will remember for the remainder of his life."

That night the little patriot was cared for by the Y. M. C. A. in Reading. The following day he was sent back home. His pro-German father read between the lines of the letter a new interpretation of the word "patriotism." The boy's letters to Mr. Davies subsequently informed him that he had escaped further punishment. On his last visit to the administrator prior to the beginning of the school year of 1918, he was radiantly happy over the prospect of going to a Normal school. His father had abandoned his pro-Hun attitude and, apparently, was reconciled to the fact that he was an American citizen.

Berks County has over 220,000 population. There are something like 822 retail establishments doing business within its borders; there are scores of millers and hundreds of butchers; it is, moreover, the center of the Pennsylvania Dutch influence in the commonwealth. Charles E. Davies, federal food administrator, is himself of Pennsylvania Dutch ancestry for generations, yet now and again during his career some one of his people led him into perplexities beyond his experience.

Among the throng of visitors at his office one

day during the sugar conservation period, when the monthly allotment was at its minimum, was a woman whose face showed worry and impatience over the delay in reaching the administrator. When finally admitted she made an impassioned appeal in trembling voice for an extra allowance of sugar. Her family had been observing the law, "but in case of a funeral," which is always a matter of community interest and sympathy among the Pennsylvania Germans and is invariably accompanied with a bounteous dinner, she felt an exception should be made.

"How many persons do you expect at the funeral?" inquired the administrator.

"About two hundred," she replied in mournful tone.

"Very well! I'll give you a certificate at once that will entitle you to enough sugar for the purpose."

"But, I don't want it now," was the surprising reply.

"How soon will you need it?"

"In about a month, I guess," she replied without any visible embarrassment.

"Oh, I see," replied Mr. Davies, with compassionate sympathy. "The death was at a distance and the body will not arrive for some time."

"No, no," the woman hastily interjected. "You see, my husband has been sick for three months and the doctors say he won't get well, but they think he will live for a month yet. He is a good

man and has always been free handed in providing for me and I want to have plenty of sugar for his funeral."

The story was a headliner for the next day's Reading newspapers. One of the reporters closed a half column recital of the incident with the paragraph:

"Mr. Davies was still fanning himself with a sugar certificate and wiping a moist brow when the woman departed."

So rigorously were the sugar conservation rulings observed by the grocers of Reading that Miss Taylor, a member of a staff of experts who were demonstrating the use of flour substitutes, was unable, after vainly tramping the heart of the business district for over an hour, to purchase a pound of sugar. She finally appealed to the administrator to secure a supply sufficient to give a demonstration at a woman's meeting the following day.

There was in Berks, as was the case in other counties, considerable resentment in certain sections over Administrator Davies' enforcement of the flour conservation order. Nowhere was this more openly expressed than in the little town of Fleetwood. A clergyman of the vicinity had the courage to write the administrator advising him of the feeling that existed in the community and expressed the friendly opinion that it might be advisable for him to avoid that section. Through a cooperate war activity a Red Cross meeting was

instantly arranged for Fleetwood, and accompanied only by his wife the administrator attended. It was an open air gathering. Curiosity to see and to hear the man whose name was a synonym for decisive action was a potent factor in drawing a crowd.

"I did that night what I had never done before," said Mr. Davies. "When I stepped forward to speak I announced that I proposed to sing before I began to speak." Incidentally, Mr. Davies is the possessor of a fine baritone voice. "While I sing I want you to join with me. Moreover, I want you to take a good look at me. I shall stand so that you can see me from every side, because I wish to convince you that I am simply a man after the fashion of your own husbands, brothers and sons, some of whom, possibly, are fighting in the trenches of France."

There was not an unseemly word, jest or jeer as he began singing "Over There." After a little hesitancy the crowd joined in the chorus. "My Country, 'Tis of Thee" followed and then the "Star Spangled Banner." Before the musical program had been completed everybody was singing. Then the administrator began his talk; he explained in a conversational way why the National Food Administration was in business; why it was necessary to save flour to send to the half-starved Allies and to the boys in the trenches. It was at this meeting that Mr. Davies voiced a slogan that was heard at nearly every subsequent food meeting:

"Why eat pie at the end of a meal when the boys 'over there' haven't bread with which to commence a meal."

A few days later a delegation of citizens from Fleetwood vicinity called on the administrator and asked to be appointed a committee to see that the food laws were enforced.

Davies of Berks was an administrator whose originality of method, tenacity of purpose, and effectiveness in obtaining results awakened an interest in the executive council that was not surpassed even by the variety of unusual episodes that were of daily occurrence at headquarters. And this was not because of the proximity of Mr. Davies' field of effort to Philadelphia; rather it was the personality of the individual, his overflowing vitality, his serene confidence in ultimate results. His personal appearance suggested force and decision of character. Of middle height, regular but prominent features, iron-gray hair, closely cut around the temples and back, and blue eyes sheltered by rimless spectacles, Mr. Davies impressed one as a business man with a capacity for work that was practically limitless. Upon his appointment as food administrator for Berks he turned over his business, that of a hosiery manufacturer, to a competent employee and in the ensuing nine months visited his offices less than a dozen times. His devotion finally impaired his health. That the Food Administration might not be deprived of his advice, suggestion, and experi-

ence, Davies, after a month's rest, was brought to Philadelphia and made a member of Administrator Heinz's headquarter staff as field agent for the state.

One of the finest stories that came out of Berks County was that in which the various orphan homes were the recipients of a beautiful and practically expressed charity. A baker in Hamburg, by the name of Seaman, telephoned that a batch of bread baked with substitutes had gone wrong—six hundred loaves in all—and while it was palatable and fit for food, yet it was not such as he could offer to his customers. The Bethany Orphanage at Womelsdorf is a practical Christian institution. The older children do all of the work that is possible for them to do, among other things assisting in the bakery.

Mr. Seaman was informed that if he so desired he could donate the bread to the Bethany orphans' home. He did so, for it was of a quality higher than it was possible to bake under existing conditions at the institution. Mr. Davies, a few days later, suggested to the superintendent of the institution that a letter of thanks from the children be sent Mr. Seaman. A letter from the children went forward which made such an impression upon the baker that he immediately informed the food administrator that he proposed thereafter to send every month to the Bethany home a supply of bread sufficient for one day. The story got abroad among the big hearted bakers of Reading. Steps

were taken to see how other asylums and homes were being cared for during the difficult flour substitute period. Committees were appointed who not only regularly supplied gratis at fixed intervals a certain amount of bread to these institutions, but experts were sent to every home to instruct those in charge of the bakery department in the proper methods of making bread with flour substitutes.

The detailed operations of the Food Administration in Luzerne County have the characteristics of a vast combined governmental and industrial concern, with millions of dollars of capital at its command, rather than a civilian organization based upon a plan of voluntary co-operation with no overhead charges or managerial salaries in connection with its operation.

No administrator in the state was compelled to deal with a more diverse population than William O. Washburn; the population approximating 400,000 people drawn from all quarters of the globe. To reach its diversified elements it was found necessary to distribute thousands of pamphlets, circulars of instruction and appeals, in English, Polish, Lithuanian, Russian, Italian and Hungarian. At the beginning of his administration W. O. Washburn, sturdy of frame, direct of speech, far-seeing in visualizing the demand that would be made upon him, determined to attack the subject of food conservation in mass formation. In February, 1918, he organized a mass meeting of

W. O. Washburn
Administrator for Luzerne County

R. P. Brodhead
Deputy Administrator for
Luzerne County

farmers, merchants, and business men generally, at which the objects of the administration were clearly defined. Enthusiasm was aroused to a high pitch and in a telegram forwarded to Howard Heinz, state food administrator in Philadelphia, they pledged their unqualified support.

Statistics are usually uninteresting but those relating to the sugar distribution in Luzerne are illuminating. Certificates issued for manufacturing purposes amounted to 1,132,870 pounds; 3,941,756 for household uses including hotels and restaurants, and 2,927,175 pounds for canning purposes.

"In all probability there has never been so much vegetables and fruit prepared for consumption by individual families as there was this year," declares Mr. Washburn. The observation seems like an echo of the administrator of Crawford County of "apple butter enough to float a battle-ship."

In addition there was voluntarily contributed to the Red Cross on the part of those who had violated administration rules $2,901.60; War Savings and Thrift Stamps were purchased to the amount of $3,080; Liberty Bonds, $150; contributed to the United States War Fund, $1,297, making a total of $7,428.60. And then, as the climax of the administrator's efforts, $300,000 worth of War Saving and Thrift Stamps were sold through his office, a considerable amount of this by agents of the Metropolitan Life Insurance Company.

The office on request distributed over 2,000 recipes for bread making and sugar conservation.

It distributed 1,500 Red Cross posters asking that peach stones and nut shells be salvaged for the manufacture of gas masks for our soldiers abroad. With a great demand for coal it was impossible for miners to leave their work, but under the persuasive appeals of Mr. Washburn and his Chief Deputy R. P. Brodhead during October and November, 1918, hundreds of business men in Wilkes-Barre went out into the country districts to assist in harvesting vegetables and fruits.

R. P. Brodhead, chief deputy administrator, who directed with marked efficiency much of the detail work of the administration, is a native of East Mauch Chunk. He was educated in the public schools in that place and completed a business course at Wyoming Seminary. He became a bookkeeper for a lumber firm and subsequently a salesman; then entered the railroad contracting work and for twenty years was engaged in that business. He had just completed fifteen years in the wholesale meat and oil business in Wilkes-Barre when this country entered the World War, and from the beginning to the end he devoted his time exclusively to the work of deputy food administrator, as a volunteer, to the exclusion of all other interests.

The background of success to Mr. Washburn's administration were years of efficient work as an organizer in various parts of the United States and in Canada, added to which was an inherent courtesy and broad experience of the world.

CHAPTER XVI

STRIKING PERSONALITIES.

Williams of Northampton, Dorwart of Perry, Lockhart of Washington and Belin of Lackawanna.

Despite the fact that he was interested in manufacturing enterprises whose output amounted to millions per annum, with clay beds, quarries, and mines scattered over the United States, with two branch manufactories in different parts of the country, and cargoes of raw material en route from Persia, Turkey, France, Spain and Northern Africa, Charles K. Williams of Easton, barred by age from military service, was eager somehow to "do his bit" for his Country. His opportunity came when, at the suggestion of leading business and professional men of Northampton, his name was suggested to Howard Heinz as the most suitable man to undertake the work of food administrator for that county. A few months before, Albert Brodhead had been appointed administrator, but owing to pressure of private business had been compelled to resign.

A new impetus was given to the work of the Food Administration in Northampton County the

instant Williams put his hand to the wheel. As a business man in Easton put it: "Things started on the jump from the day he took hold." And why shouldn't they? He had spent nearly all his life in Easton. The people had seen his manufacturing establishment grow from a diminutive mill, with a business office 8 by 10, to possibly the largest concern of its kind in the United States. The plant in all its ramifications up in Easton covers nearly one hundred acres.

This does not have any direct bearing upon the question of food administration in Northampton County, but it is an indication of the kind of men that were chosen by Howard Heinz to fill important positions. As in the case of all men who have made a success C. K. Williams, I found, was adverse to discussing his own affairs. Indeed, I found this the case with all members of the administration from headquarter chiefs down, and it may be remarked *en passant*, that the most of anecdotal and unusual information herein contained was secured from sources, in many cases, far removed from the individual.

Administrator Williams is a good type from the standpoint of physiognomy of the successful county administrator. They were nearly all smooth shaven, with high forehead, hair tinged with gray, dark brown or blue eyes, prominent nose, square, sometimes prognathous, chin with lines of experience on cheek and brow; in eight cases out of ten they wore glasses, spoke slowly and con-

C. K. Williams
Administrator for Northampton County

cisely and rarely about their work except to ask questions to which the answers would clarify perplexing problems. This composite picture answers for C. K. Williams; only as he talks about his work does his face lighten up with a smile.

It was the duty of Administrator Williams to penalize the strangest business combination ever reported to the Food Administration in the state. A firm of bakers was reported as not complying with the flour substitute rules. The complaint was promptly investigated with this result:

The firm consisted of two brothers, apparently not German for their name was English, who carried on a baking business in a modest way. One was a deaf mute and the other could neither read nor write. The deaf mute was the baker and the illiterate member of the firm conducted the purchase, sales and delivery department. They kept no books. In his illiterate way, but with a shrewdness scarcely credible, the financial end of the firm carried all his purchases of supplies, sales of products, credits and receipts tucked away in a corner of his brain without the assistance of pen, ink or paper. It was a revelation which was made still more astonishing by the declaration of the latter that if they had been permitted to carry on business as they had been doing they could have retired "well fixed at the end of six months." But the capable hand of the administrator enveloped them. There was an enormous demand for their product because they used no substitutes beyond

a few potatoes. They had no wagon delivery service. The bread and cakes were delivered in early morning and after dark by the financier of the firm in a huge basket on either arm. They had been getting on for twenty years but never with the success that followed the flour substitute rules. They were closed for thirty days.

A new and original business point of view developed in Mr. Williams' work; he had never encountered it before, though it had been particularly commented upon at headquarters. It was the lack of business efficiency; the devil-may-care manner in which ordinarily shrewd business men conducted their affairs; the total lack of order, absence of careful accounting, and ignorance of their daily business standing as to profit and loss. It was a similar experience in Philadelphia that led H. G. Stockwell, Chief of the Division of Audits, to plan revolutionary changes in the retail trade. This prevalent condition was illustrated in the case of a baker doing a large business in Easton who was called on to appear before the administrator; by the same mail another baker within a block was summoned to appear at the same day and hour. The latter answered the summons, the former did not. It was subsequently discovered that the first mentioned baker had not opened his mail for five days and was overcome with fear when he fished out the notice from a mass of unopened correspondence.

Another development of the work in Northamp-

ton County was the care and painstaking intrigue of certain of the smaller dealers to evade the food laws. The same amount of effort directed in the right line would have saved them no end of trouble and stamped them as patriots instead of "slackers."

The administration of C. K. Williams was a success because his business career forecast this when he became administrator. He made a study, as I subsequently learned, of the psychology of the masses. It was a psychology of the masses that made Howard Heinz's administration in Pennsylvania a success. The effort to lead and direct rather than drive or force. "This is a republic, not an absolute monarchy" was a concrete expression of the thought in mind.

If the doctrine of metempsychosis, the transmigration of souls, of which Pythagoras and Plato were the leading exponents among the ancient philosophers, were accepted as orthodox belief in the Christian world today, then it would be a foregone conclusion that the Rev. William Dorwart, administrator for Perry County, must have been in previous existence a Waldensian champion in the valleys of southeastern France, a preacher of the faith of Wycliffe and Huss, or a leader in the ecclesiastical fray when the banner of revolt was raised against Charles II in the days when impudent royalty flaunted its vices and extravagances in the face of England and Scotland's best blood.

Rev. William Dorwart of Newport is a fine type of the militant Christian; otherwise he would not

have undertaken the work he did as a food administrator. Broad of shoulders and broad in character and principles, he performed a work that men of less sturdy frame and weaker moral courage would have hesitated to undertake. It is no light turn of a complimentary pen to say that his strong face with lines that suggest will to do, is an index of his character. And this disposition to battle for the right he has transmitted to his sons, Captain Frederick Griffin Dorwart, an aviator and instructor in the United States Army, and Lieutenant George Marks Dorwart, who received his baptism of fire at St. Mihiel, and was severely wounded on that historic field.

Mr. Dorwart is the only federal food administrator that Perry County had. He was all she needed. To Administrator Dorwart the government, through headquarters in Philadelphia, said, "Do thou thus and so." And he did it. Resultantly at one period in his administration nearly a third of the flour mills in his district were closed for violation of food regulations. To be exact, there were eighteen mills in the county and at one time or another seven of them were out of business. It must have gradually dawned upon those who were disposed to flaunt, or regard with indifference, the mandates of the government that the gentleman in charge of its food conservation rules in Perry County was an official who brooked neither evasion, argument nor subterfuge, for long before

the armistice was signed intentional violators had bowed to the inevitable.

That oxidized old axiom that "time and tide wait for no man" found its exemplification in the Perry County administrator. He ignored physical obstacles, as was shown in one case that called for immediate action. He reached his objective, eighteen miles away, after starting from his office in an automobile, which was abandoned for a buggy when the roads became impassable and when the mountain snowdrifts held up the buggy he secured a sleigh and completed his mission.

Among the unlettered or wilfully spiteful there were those who at one time or another refused to recognize either his official position or his individuality. An odd commentary on the un-American or pro-German vindictiveness of the food slacker was displayed in attacks upon Rev. Dorwart who, being an Episcopal clergyman, was a shining mark for this breed of contemptibles. All sorts of stories derogatory to his character as a Christian and a gentleman were bred in the devious by-ways of gossip. There was one too good to keep that afforded vast amusement for other harassed administrators when related at one of the conferences in Philadelphia. It was this:

A wooden case of suspicious dimensions arrived in the administrator's home town of Newport. A few hours later the express agent called at the office of the administrator to notify him to come at once to the station and remove a box of Bibles addressed

to him. It was leaking. Another invention was that the administrator was alleged to have gone to a farmer's house in search of contraband sugar. After concluding the search of the cellar he ascended to the living room, where he was accosted by the farmer's wife with the inquiry as to who he was? He enlightened her on his official position, upon which she retorted:

"You may finish the apple you are eating but take those you have in your pockets back to the cellar."

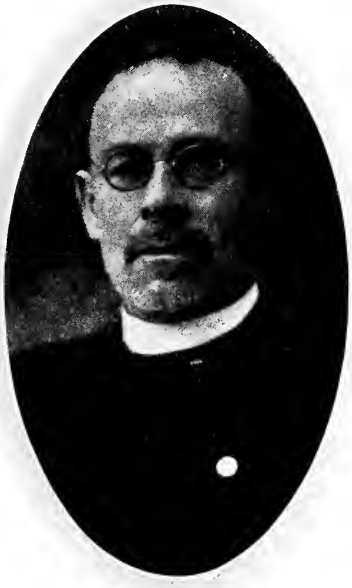
Another fabrication intended to discredit, but which failed of its purpose, was that the administrator was to be arrested for violation of a government postal regulation. These were the circumstances that led to the knave's tale:

The administrator had a conference one night with the grocers of Marysville and vicinity at eight o'clock. It being light at this hour of the evening, Mr. Dorwart, who had gone to the meeting in his automobile, did not turn on his lamps. The conference adjourned about 9.20, when the town constable who, it may have been was a type of the vaudeville variety, appeared and with declamatory eloquence notified the administrator that he was fined five dollars for failing to have his automobile lights going. One of the grocers present insisted on paying the fine, which the administrator declined to permit him to do. The following morning Mr. Dorwart received an envelope with a five dollar bill enclosed. It evidently was from the courteous

Wm T. Griffith
Administrator for
Clinton County

Dorr R. Cobb
Administrator for
Potter County

P. N. Hershey
Administrator for
Lebanon County



Rev. William Dorwart
Administrator for Perry County

friend of the night previous, and the money was returned. The same day the fine was paid by the administrator's check which inadvertently was sent in a franked envelope. Some one acquainted with this circulated the story of his prospective arrest for violating the government postal laws. To the credit of Marysville's minor judiciary the check was returned to the administrator a month later, with the statement that "an error of judgment" had been committed.

Rev. Dorwart, like many other administrators in the state, was the victim of the most contemptible charge of all, viz., that he had hoarded in his own home barrels of flour and sugar. It was the commonest form of pro-German attack upon members of the administration.

The same libel was whispered against Jay Cooke, administrator for Philadelphia. Efforts were made to trace the story to its source, but they failed, and after a while, as all such things do, largely because the lie was laughed at, it died a disowned death. An interesting phase of this slacker invention was, that at the very time it was in circulation Mr. Cooke was enforcing administration rules upon his own household to the extent of insisting that each member of his family and each servant have his or her own individual sugar bowl. Each bowl was filled once a week with a seven days allowance and when it was exhausted could not be refilled until the expiration of the seven day period.

The individual sugar bowl was one of the best

pieces of newspaper propaganda put forth during the sugar-saving period, but it was not publicly known at the time that this clever idea which was adopted by thousands of patriotic families in Pennsylvania, had its inception and experimental workout in the home of the Philadelphia food administrator.

It is unnecessary to say that the vast bulk of the population of Perry County stood loyally behind its administrator. The few furnished exceptions as noted above. In the crucial test, the flour registration period, out of a possible 4,800 returns over 4,000 were made to the office of the administrator. With one exception it was the completest return made in the entire state.

Administrator James L. Lockhart of Washington County with headquarters in Washington, the seat of Washington and Jefferson College, had the unique experience of receiving a letter from a resident of a distant part of the county enclosing four dollars, with the urgent request that he forward a dog license by return mail. Mr. Lockhart, a personage with abundance of patience, good nature, and a keen sense of humor, might have appreciated more highly the ludicrous character of the incident had he not discovered that the writer was an ignorant foreigner with an exaggerated idea of a food administrator's power.

The course of administration work in Washington County, whose people are above the average in patriotism and intelligence, considering

that the coal and oil industries attract a large foreign population, followed lines similiar to those in other counties. Although in the southwestern part of the state, hundreds of miles distant from Philadelphia headquarters, Administrator Lockhart attended State Conferences regularly and followed with unfailing diligence and good judgment the rules and regulations almost daily promulgated by the government through State Administrator Heinz, with the result that his official record was of the highest order. One sensational incident in his career attracted statewide attention and interest in the late spring of 1918.

It was a plot both foolish and abortive that was discovered among the coal miners at Donora. Joseph B. McCuen, health officer, in the course of a charity visit to the wife of an Austro-American who was serving in the United States Army, found her feeding a sick baby with condensed milk, although the charity physician had prescribed fresh. The woman told him, in broken language, that she had been commanded to do so by an Austrian who declared that the emperor had ordered all his subjects in the United States to use condensed milk thereby curtailing the supply for American children. She gave him a copy of a foreign language newspaper published in Philadelphia, saying that the paper in question had published a similar request. The paper was forwarded to Washington and information was also

conveyed to Administrator Lockhart who notified the Legal Department in Philadelphia of the facts. Mr. McCuen found scores of condensed milk cans in Denora split open with an axe and the contents ruined. One grocer informed him that he had sold three cases of a certain brand of milk to an Austrian who had paid full retail price for the three cases. An embargo was immediately placed on the sale of this milk which resulted in the visit of an official of the company who came from New York to investigate the situation. He found it just as reported and not only complimented Officer McCuen upon his action but commended Administrator Lockhart for his work. Nor was this the only instance of pro-Hun plots among these aliens.

A baker in Denora, chairman of the Local Bakers' Committee, was discovered shamelessly violating the baking rules and made a voluntary donation of one hundred dollars to the Red Cross. In turn the craven gave the names of other alien bakers who had violated administration rules. One baker confessed to selling sixty-five barrels of flour without substitutes, the flour being delivered between three and four A. M. Officer McCuen caught this fellow red handed after several nights spent in watching his store. The case was subsequently taken up by the United States Court.

The efficiency of Mr. Lockhart's administration, based solely on the amount of Red Cross penalties imposed for violations, is shown in the total of

E. Calvin Beatty
Administrator for
Venango County

R. A. Cartwright
Administrator for
Elk County

$2,027.60 which he turned over to the Red Cross. He was assisted in his work by a large corps of the leading men and women of his native county who gave unsparingly of their time and effort. Like every other conscientious administrator he was the subject of adverse criticism. An old miller was reported grinding for his neighbors without a government license. The administrator notified him of the necessity of observing the law in that respect. He received a caustic letter in reply which concluded with the declaration, "your Food Administration is worse than the German Kaiser."

There were gleams of lilting humor through it all. Early in the spring a woman with a rapier-like tongue and an aggressive countenance wafted into headquarters to inquire if he had any bean poles. There was a negative reply of course and the aggrieved female marched off chin in air, with the caustic comment that if women were running the Food Administration in Washington County they would have an ample supply of bean poles on hand for distribution.

The distinction of having unearthed a pro-German plot the outcome of which was the arrest of the chief plotter on a Presidential warrant and his subsequent internment at Fort Oglethorpe, Georgia, for the duration of the war, was Lackawanna County's contribution to the history of the Federal Food Administration. It began with a serious conflict in the city of Scranton between

the bakery drivers and bakers of the city. After numerous hearings in which conciliation figured largely the difficulty was finally adjusted. From information gathered during the strike it was discovered that one driver was the chief agitator. It is not known whether he was employed by direct agents of the German government or whether his pro-Hun proclivities led him to seditious acts, but he received the punishment he so well deserved.

Administrator E. B. Belin had a most efficient aid in this difficulty in his chief deputy food administrator, M. J. Martin, who was placed in charge of the city of Scranton and the Dunmore district. Mr. Martin tried about fifty cases and made a notable record as a prosecutor. One merchant in the Old Forge district was compelled to pay five hundred dollars to the Red Cross for selling sugar in one hundred pound lots when twenty-five pounds was the limit, and for selling flour without substitutes. Another in Scranton was closed for three days and contributed five hundred dollars to the Red Cross Fund for a similiar offense. Several bakers in Scranton were tried together and were sentenced to furnish bread to the local Red Cross to an amount equal to six hundred dollars, as requested by the Red Cross for canteen purposes from time to time. One wholesaler had his license revoked for the period of the war.

The unique case of its kind in Pennsylvania

ERRATA

For E. B. Belin on pages 180 and 269 read C. A. Belin.

arose in Administrator Belin's county. It became famous as the "turnip" case. In other words, "when is a rutabaga not a rutabaga?" A consignment of rutabaga turnips from a neighboring county was shipped to a merchant in Lackawanna County who refused to accept them. His refusal was based on his assertion that they were not what they were represented to be, viz., rutabagas. Complaint was forwarded to Washington, as a refusal to accept food products on flimsy or technical grounds was one of the most serious offenses against the food laws. The papers in the case were referred to Philadelphia by Washington and then forwarded by the Legal Department at State Headquarters to the Lackawanna administration offices. The case aroused widespread interest. There were several hearings and a large number of witnesses gave testimony. A transcript of all the evidence in the case was forwarded to Washington accompanied by the recommendations of Administrator Belin and his findings were approved. The merchant was directed to make a contribution of five hundred dollars to the Red Cross for refusing to accept the consignment. Another wholesale merchant had his license revoked for the duration of the war. It was not the only one of its kind in the state; this extreme penalty was inflicted because it was so glaringly flagrant. It originated through an arrangement between the jobber and the wholesaler by which shippers in California and distant

points were induced to forward food products to Scranton which upon their arrival would be rejected for capricious reasons to the damage of the original consignor. The admirable organization of his county permitted Administrator Belin to secure positive evidence in almost every case of food hoarding. In several instances the state police were utilized. At one house near Archbald the latter discovered in one private family 2,500 pounds of sugar.

CHAPTER XVII

THE ARTFUL DODGERS.

Pleading Poverty to Deceive the Officials—Incidents from Lehigh, Elk, Venango, Clearfield, Cambria and Columbia.

The most common deception was to create the impression of poverty and at the same time play on the sympathies of the County Administrator by appearing in habiliments of woe. It was a subterfuge practiced in the large counties as well as in the great cities. Administrator George K. Mosser of Lehigh had before him the case of a woman who not only had excessive quantities of sugar on hand but denied its possession. She was required to appear, and the predisposition of the Administrator was to penalize her to the extent of a $100 gift to the Red Cross. But the abject appearance of the woman and the evidence of poverty in her shabby dress tended to alter his original decision. Her contribution to the Red Cross was $25 instead of $100.

Several weeks later, Mr. Mosser, who resides at Trexlertown, stepped on the trolley to go home, when a handsomely gowned woman dressed according to the dictates of fashion also got on the

car. Her face was familiar. Then it came back to him. The fashionably dressed woman was the poor creature in shabby garments who had appealed to his sympathies during the restrictive period.

Not all delinquents evaded their just deserts, for when Administrator Mosser decided to throw the fear of the Food Administration into the hearts of the unruly, he did it with a high hand and an outstretched arm. Secret Service Agents had discovered in August, 1918, that certain families, four all told, had managed to conceal large quantities of sugar. The fact was communicated to the police of Allentown and they warned the offenders that they must dispose of the sugar immediately. Some days later another visit was made to the homes of these people and though a good portion of the sugar had been disposed of there was sufficient left to justify action. They found sugar concealed in a closet in one home and a large quantity hidden away in the cellar of another home, that of a son; in fact everything indicated that the sugar had simply been distributed around among friends and relatives. It was decided to inflict a penalty commensurate with the offense. The four families were penalized to the extent of $750 in contributions to the Red Cross, or the alternative of being dealt with in the United States Court. This example practically ended the Administrator's trouble with sugar headquarters in Lehigh County.

The counties of Lehigh, Berks and Lancaster

James L. Lockhart
Administrator for
Washington County

George K. Mosser
Administrator for
Lehigh County

form a chain whose population is largely Pennsylvania German and it was to be expected that the proverbial thrift and far-sightedness that has always characterized these people would come to the surface in troublous or critical times.

An old farmer came to the office of Administrator Mosser to make a report of flour on hand. He had about two hundred pounds and in order to justify his having such an amount explained that his wife was sick in bed. On Monday, he said, one daughter came to the house to do the washing and she brought her six children with her. A couple of days later another daughter came to assist with the housework and she brought four children. These had to be fed and then, above all, in case his wife died he declared he should have at least enough flour on hand to have bread, pies and cakes for the funeral.

An untried field of co-operation was opened by Administrator R. A. Cartwright of Elk County for the public school children. With the aid of the County Superintendent of Schools, patriotic meetings were held in the school houses, in which the children were the conspicuous figures. The psychology of Administrator Cartwright was to appeal to the parents through the patriotism of their sons and daughters. He went farther; he had the pupils stage plays that set forth the importance of food conservation, and no entertainment was organized or given by the public schools in which food conservation and a patriotic determination

to feed our armies and the Allies in the field, was not urged with an accompaniment of costume, music and the spoken word. While this method of food propaganda may have been employed in other counties, the only official record of it comes from Elk.

It was also one of the counties in which the number of penalties imposed were reduced to a minimum. When a penalty was imposed it was of a character to impress other would-be violators that no mercy might be expected in case of detection. During Mr. Cartwright's administration there were ten penalties inflicted, four of which involved a business closing; three of the latter were for thirty days each and one for fifteen days. There were no "repeated offenses" in Elk County, as was the case in Dauphin. The ten applications of unadulterated justice held Elk County in line as one of the most law abiding in the commonwealth. There were only six offenders who donated funds in lieu of a closing sentence, to the Red Cross, and the total amount of their subscriptions was $346.

One of the finest tributes to the intelligent cooperation of the people of a county was in Venango where but two instances are of record in which the authority of Administrator E. C. Beatty was called into question. The most serious was that of a manager of a chain of retail stores whose defiance of the Food Administrator's policy was short lived. The Administrator merely directed

the attention of this particular manager's superiors in another city, to his obstructive and untenable position. His attitude was changed over night on telegraphic orders from the head of his firm. The other instance was the action of the wholesalers of the county who, possibly from interested business reasons, declined to appoint a personal representative on the Price Fixing Committee.

Administrator Beatty of Oil City entered upon his duties as the successor of J. G. Crawford, of Franklin. By the exercise of good judgment and common sense he had to his credit the fact that during his term of office, which expired coincidentally with that of the State Administration, he did not find it necessary to penalize a single dealer in the county. There were numerous cases reported to him, but after painstaking investigation it was found that the complaint was not based on anything like legal evidence. His record is unique.

The co-operation of the citizens with the Administrator was manifested in various ways outside their adherence to food laws and regulations. His office quarters in the Exchange Building, Oil City, were donated and furnished without cost to the government by a public spirited citizen, while all classes gave evidence of their interest in his work by a desire to lend assistance freely and without compensation. In a county with the population and area of Venango this willingness to aid the government through the Food Administrator was perhaps best shown in the fact that only one paid

employee was required to conduct the work of the office; all other assistance in the way of clerks, deputies and investigators, was furnished without a penny of cost.

Administrator Carpenter of Cambria County, who exercised the functions of his office for eight months and then was compelled to retire from overwork, received over twenty thousand flour reports and for days in succession was at his desk until midnight. A sample of the thoughtless element which formed so large a part of the troubles of county administrators was illustrated by a lady who, on the last night of the flour registration when everything was at top speed, called him up over the telephone at three minutes of midnight to know if she could send her report in before closing.

The thoughtlessly indignant formed another class which was represented by a butcher in Johnstown during the period when Washington ordered that the killing of hens should cease. This particular individual wanted to know what he should do. The reply was that he should "give the roosters the ax and keep the hens" if he was a patriotic American. The indignant reply rippled across the wire that he was just as patriotic as the Administrator himself.

"If you are, then you'll not kill a hen. I'm running a hotel and I don't propose to serve a hen until the ban is lifted."

"Well, say, Mr. Carpenter, between ourselves, don't you think it's a hell of a law anyhow?"

"Not in war times." The butcher saved his hens.

P. L. Carpenter was one of the Administrators able to accomplish the unusual. With a county generally given over to mining and industrial establishments he operated his office for five months without cost to the government; set aside a room in the hotel of which he was proprietor for an office, paid his own assistants and conducted affairs of the Administration during that period without submitting any bill for expenses incurred. He never advanced the rates at his hotel and had no bar license as a financial aid. A capable business man, a director of the Chamber of Commerce, Mercy Hospital and the City Planning Committee, he was fully qualified to serve his country as he did.

"This man Linville," was an identifying phrase used by Mr. Hepburn in Executive Council one day on his return from an official visit to the County Administrator of Columbia County at Bloomsburg—and the expression of the chief counsel clung to the end. "This man Linville" came to be known at headquarters as a tireless worker and indefatigable in his efforts to get the people of his county to understand and observe administration rulings as they came to his hand. He tolerated no half-way measures. Assisted by a corps of volunteer workers he started out on the campaign to secure flour reports from all the families in the county. And he accomplished a remarkable result. So persistent were his efforts and those

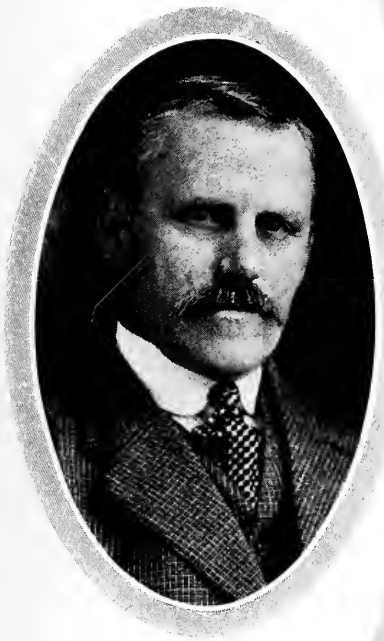
of his assistants that out of a total of 13,320 families in Columbia County, complete reports were received by mail from all but 214 families; and they were largely foreigners.

Mr. Linville relinquished his duties as official stenographer of the Twenty-sixth Judicial District and became Food Administrator—not in a titular sense but actually. He visited merchants, millers and farmers by day, and rode miles and miles at night to address meetings. Without adequate facilities at first, his activities so impressed themselves upon his people that they placed an automobile at his disposal; and then he traveled faster and talked harder than ever. All the time he kept his deputies, and volunteer assistants busy, inspired by his example. He conducted a farm census through the schools of the county which resulted in a complete set of statistics from all but four farms in the county. With this achievement Administrator Linville made a state record.

In the sugar campaign the Administrator was not content to receive routine reports on sugar from dealers, hotel, restaurant, ice-cream and candy men, but a set of books was opened with each individual concern and kept open till the sugar rulings were repealed. From first to last he gave a remarkable example of patriotism and efficiency.

The greatest difficulty in enforcing the food laws was experienced by administrators in counties where the population was largely alien. This was

J. Howard Neeley
Administrator for
Juniata County



P. L. Carpenter
Administrator for
Cambria County

A. W. Thompson
Administrator for
Mifflin County

John R. Jackson
Administrator for Fulton County

particularly true in the mining and manufacturing counties. Clearfield was one of them. John F. Short, the first administrator was a man of great force of character and personal integrity. He was editor of the Clearfield *Republican* (which, by the way is a misnomer, because the *Republican* is one of the most thorough-going Democratic newspapers in the state), and had an editorial experience covering a period of thirty-seven years. The troubles of Mr. Short as food administrator are best told in his own inimical way and in his own language:

"I once thought there was no other place under the sunlight of heaven so prolific of opportunities for studying human character and estimating the yellow streak in human kind as the American poker table," says Administrator Short in his introductory sentence. "I have changed my mind entirely. Being food administrator in Clearfield County had the poker table faded to a shimmering shadow.

"When Howard Heinz wired, in the middle of December, 1917, that he had named me food administrator for Clearfield County and asked early acceptance, I was much inclined to decline, because I felt there were other war activities a man of my age and physical fitness could render better service in. However, I accepted and have never been sorry. ACTION? It was all action. Not a minute of the ten months thus engaged was of the pussyfooting brand. The boys in the trenches in France had nothing on me in the way

of fighting, and all of it was finish scrapping to the mat.

"Clearfield County contains upwards of a hundred thousand souls—good, bad, indifferent and mixed. Of that hundred thousand and more there are all clans of Irish, Germans, French, Scotch, English, Italians, Hungarians, Slavs, Russians, Poles, Swedes, Belgians and a few thousand who try to prove they are simon-pure American; back to the "Mayflower" or "Jamestown" or other of the early settlers after Columbus.

"At least thirty-five thousand of that population could be termed non-English speaking, or was. The county was settled in the latter part of the eighteenth century and early nineteenth by colonists from Ireland (North and South), Germany, Prussia and Bavaria. By one hundred thirty French families in 1832–3–4; a large number of Quakers and a goodly lot of English, Scotch and Welsh. Many Swedes came in the latter part of the nineteenth century.

"It was with this interesting conglomeration that I had to deal. And it was some deal. A continuous battle from early morn till late at night, Sundays included, and often after getting to bed I was called up to render decisions and give orders.

"I have often thought I may have started wrong. I understand that some administrators had county organizations, mahogany desks, typewriters, stenographers, and a deputy for each branch of the

work, and were able to run the job by dropping into headquarters now and then to see that the sanitary conditions were normal. At my office there were no deputies, I was stenographer, typist, and the whole works for some weeks. Finally I had to employ a stenographer now and then, and when the sugar riot began induced a young woman to come in and stay to the finish. I had some extra help on occasions. The result was that the administrator carried the load and was the recipient of all the complaints, bumps, knocks and curses.

"I located and closely observed more bristles on humanity, male and female, than I ever imagined grew on the cutaneous envelope of all the animal kingdom combined. There were so many people who felt and acted as if the food conservation laws, rules and regulations, were made only for the other fellow. They lived in brownstone fronts and on hillside farms; in the middle section and along the tracks. They were special to no class. They were all around me and across the road.

"Several pages could be well filled with the experiences of the administrator of Clearfield County; experiences interesting, exciting, amusing, disgusting, embarrassing and everything else possible. I rather enjoyed it as a whole. Many people who have known me since boyhood say I love a scrap. If so, then I had them and of every variety from throwing a partly stewed six-foot-four bruiser out of my office (with assistance of a chair) to trying to molify a crying woman whom I had

threatened to send to jail for carrying home seventy and eighty pounds of oleomargarine one week and coming back the following week with one hundred and forty pounds of 'fresh country butter.'

"I had the goods on that woman and on a lot of stronger men and women who were selling oleo as 'fresh country butter.' But the woman gave me the first chance to act. My experience with her broke up the practice. I made a lot of good helpful lieutenants out of that same 'oleo-butter' bunch.

"Early in the work I met with a serious problem. If I had solved it as the rules and daily suggestions coming from state headquarters in big bundles demanded, my usefulness as food administrator would have ended. But I didn't. I worked it out another way. I abandoned the penalizing and publicity order and followed another course. It was this:

"When I caught a man or woman violating the rules, when I had him or her fast, I sent for the culprit. I brought them on the carpet and presented the evidence. Very often they fought hard and denied emphatically. But I always had the facts. In every case I made a good worker out of the offender. My system was to let them know just what evidence I had; tell them to go home and be good and see that their neighbor was good also. I told them I would hold the case open and it depended upon themselves whether it closed with

them inside the claws of the beartrap or not. In some cases I told influential relatives or friends what I had on their relative or friend, and that I was holding the case open to see how they behaved. Naturally, I had to forego a lot of publicity and many opportunities to see my name in print as food administrator. But I have never suffered lingering pain over the degree of publicity accorded me since casting my first vote.

"It might not become me or rather it would not be in accord with my well-established reputation for modesty, to tell how well, and how efficient, and how a lot of other things my term as food administrator squared with the hopes of those who were responsible for my appointment. Suffice to say here that I am satisfied with the results achieved. I can conscientiously say that we never played favorites. The big corporation 'pluck-me' stores were grilled and blistered, and squeezed harder than were the little side-of-the-road grocery, or the thoughtless little retailer who was just taking a chance for once. Reason? The big fellows knew better, and few of them came across and behaved properly until after they tried to go over my head to higher authority to call me off and were unsuccessful.

"Carloads of flour were commandeered and sent into territory where flour was almost impossible to obtain. I confiscated flour by the dozen and score and half hundred sacks from the hoarders, irrespective of class or condition. I took it from Italians,

from well-to-do farmers, and from tradesmen whom I knew had violated the regulations.

"I never had any of my work questioned by superior authority. From the beginning to the close of my experience as food administrator of Clearfield County the State Administration officials ever gave me splendid support and invariably left me alone to run the job as I thought best. So with the National Administration, when appealed to by violators to reverse my rulings and actions.

"All in all, I must say the work was interesting. There was no idling on the job, no periods of inactivity. It was 'something doing every minute' and most of it interesting in the extreme.

"I would not be doing justice to the work in my county if I failed to mention the name of Miss Genevieve McGoey, who was my most able assistant from the days of the flour survey. So efficient was she known to be to all who came in contact with her work that my successor, Mr. A. D. Bigler, obtained her promise to go with him before he agreed to accept the appointment.

Administrator A. W. Thompson, of Mifflin County, a prominent manufacturer of Lewistown, was regarded at the outset not only as director of food conservation but as a sort of godfather in trouble to everyone who had cause for complaint on any basis whatever. A farmer of the penurious class wrote to him as follows complaining bitterly of the extravagant habits of his wife:

"She even spreads lard on her bread and I want

you to come over to our town and make the old spendthrift stop it." Spendthrift was not the word he used but a name that is unprintable.

An Italian woman appeared at Mr. Thompson's home one morning and asked him to send an officer over to one of her neighbors and compel her to keep her turkeys at home; they were eating her tomatoes and unless it was stopped there would be no tomato paste for the complainant's family to eat with their spaghetti the coming winter.

There are in Mifflin County a number of Amish farmers, a religious sect that has been prominent in the life of Lancaster County for a hundred years. They are thirfty, honest and religious, but exceedingly suspicious of everybody not a member of their faith. They are regarded by some as the most unprogressive of the Pennsylvania German element in the state; besides they are non-combatants. There was but one way to reach these people successfully—by patience and quiet persuasion.

In the beginning they declined to take an active part in any movement that had to do with the World War, even in the matter of contributing to the Red Cross, Y. M. C. A. or other humanitarian activities. This was early in the administration's history; but before the armistice was signed these people, as though the din and threat of the mighty conflict with its menace to their generation old peace and quiet had at last reached their ears, became the most enthusiastic supporters of many

war measures. Especially was their interest aroused in behalf of the Red Cross. They invited speakers to address their meetings in English and tell the story of the war, and in a number of instances it was the first time that any person other than one of their own faith had ever occupied the pulpit.

The flour survey appeared to offer a great stumbling block to these people, but Mr. Thompson visited them and induced them to make a flour report by declaring that "their Uncle Sam" wanted their help, in case he required it, just as they helped each other when in need. Presented in this fashion the situation appealed to them. The simple argument was effective. They visited his home in crowds to talk it over and obtain information and gradually they became his most enthusiastic supporters. As Administrator Thompson naively observed of this period in his official work:

"My home for weeks was really no home at all; it was a public house with doors swinging inward every hour of the day not only for the Amish but for others who should have been wiser in the ways of the world."

An experience which the administrator encountered was similar to that of another mentioned elsewhere. State game protectors gave valuable aid. One of them in making an arrest of an unnaturalized Austrian for keeping firearms in his house, found hidden a quantity of sugar. The matter was

reported and inspectors went to the house, removed the sugar and gave it to the Lewistown Hospital. While in the neighborhood, Mr. Thompson learned that a neighboring Austrian had a quantity of sugar concealed. When he visited the house of this fellow he appeared with a large knife and a mouthful of vile threats. As he had no warrant for search the administrator was obliged to leave, and it was subsequently learned that the alien had disposed of his sugar in a short time after the administrator's first visit and then disappeared.

Administrator C. Howard Palmer controlled a county that was particularly susceptible to inconvenience through the flour and sugar orders. Monroe is noted as a summer resort and Mr. Palmer, an uncle of United States Attorney-General Palmer, is proprietor of one of the hotels in Stroudsburg. The normal population of the county is twenty-five thousand, but during the summer months it has a floating population of boarders, hotel guests and cottagers approximately sixty thousand souls.

The sugar allotment in Monroe County was based on its normal population at the rate of two pounds per person per month. The action of Mr. Palmer in enforcing this ruling created consternation throughout the Delaware Water Gap region. For a brief period he was the most conspicuous and widely discussed personage in the region. Indignation reigned supreme. The acuteness of the situation was relieved, however, by the admin-

istrator hurrying to a conference with State Administrator Heinz in Philadelphia who issued orders for an allotment proportionate to Monroe's increase of population. Mr. Palmer was instantly restored to the good graces of his fellow citizens who did not fail to recall that, as a hotel proprietor himself, his guests had shared in the temporary deprivation.

CHAPTER XVIII

STRANGEST STORY OF ALL.

With Others from Administrators who Labored in Carbon, Centre, Beaver and Wayne Counties.

The oddest of all odd incidents in the history of the Food Administration in Pennsylvania is the story of how an entire community stocked up with "cold," or laundry starch, as a flour substitute, and how the merchant who sold it escaped prosecution because an insipient attack of influenza or more properly, "cold in the head," made the county administrator responsible for the situation.

The incident is best told in the language of Harry A. Blakslee, administrator for Carbon County, the principal in the episode:

"A rural district retail merchant requested me to send him the authorized list of substitutes to be sold with wheat flour, which I immediately did. At a later date it was reported to me that this merchant was not complying with the regulations; that he was selling commodities not authorized as substitutes. I immediately began an investigation and secured indisputable evidence that he had sold 'cold' starch (for laundry purposes) as

a substitute in a majority of instances. After securing this evidence I proceeded to his place of business and confronted him with the evidence, when, to my surprise and consternation, he produced my letter which listed 'cold starch' as one of the substitutes. Upon investigating further, it developed that I had dictated the letter at a time when I was troubled with a severe 'cold in the head' and my stenographer, new at that time, had understood me to say, 'cold starch,' instead of corn starch. After dictating the letter I left for a trip through the northern end of the county, instructing the stenographer to use my autograph stamp and send the mail forward, which accounted for the error not being detected at that time. The moral was evident: read all correspondence dictated at the time of having a 'cold in the head.'"

At one period during his career as food administrator, Mr. Blakslee, who is sturdily built with atheltic outlines, doubtless the result of his engineering training, and who, under ordinary circumstances, is a genial personality without any disposition to be bellicose, had a momentary disposition to disregard the question of law and order and in the descriptive phraseology of the squared circle "mix it up" with one of his callers upon official business. Briefly, this was the occasion:

A small baker who made a specialty of lemon meringue pies visited his office while the sugar ban was most drastic; when even icings on cakes and

Marvin E. Bushong
Administrator for
Lancaster County

Harry A. Blakslee
Administrator for
Carbon County

pastry were taboo. He declared that to observe the rule would spoil his business, for the "foam" on his meringue pies required just a little sugar. Mr. Blakslee informed him that he must use a sugar substitute and that the rule was absolutely inflexible. Approaching very close to the administrator he leaned over and whispered in his ear:

"Now listen, Mr. Blakslee! I'll box a nice great big pie up and send it to you every Monday morning if you don't say a word."

In less than five seconds there was a Carbon County pie baker walking Spanish across the administration office and when he reached the sidewalk he was convinced that there was one Food Administration official that couldn't be "touched" even with a meringue pie that wore a night cap of "foam." Mr. Blakslee threw him out and then sat down and had a good laugh over the episode.

A companion story to this is described by the Carbon County administrator as the "cinnamon bun" incident. It, too, was associated with the sugar ruling forbidding bakers to use sugar for top dressings, either as icings or siftings. Information reached the office that one baker was using sugar as usual on his cinnamon buns. He was promptly invited to headquarters, admitted that he was using the sugar as described and exclaimed:

"But I am not doing wrong, I don't use it for top dressings. You see this sugar and syrup dressing goes on down to the bottom of the buns, it don't stay on top."

With the exception of two other county administrators, Mr. Blakslee was faced with a condition that, for a time, threatened the most serious consequences; indeed it was the cause of considerable doubt and uncertainty at administration headquarters in Philadelphia. It was the threatened action of the coal miners in parts of Carbon County to refuse to recognize the 50-50 rulings as to flour substitutes and go on a strike unless they were allowed to purchase wheat flour without substitutes. They went so far as to adopt the slogan, "Give us food and we'll give you fuel."

For a time it looked as though a very serious crisis impended. A shutting down of the mines, even a few of them, would produce a disastrous effect in other mining regions, both anthracite and bituminous, and was an encouragement for the enemy alien element in them to strike a blow for the hun and his allies. The long distance 'phone was used without limit as to time or cost between Carbon County and Philadelphia headquarters. Mr. Blakslee organized a campaign basing it on the patriotism of the miners in a direct appeal to them by word of mouth. Evening after evening was spent by him addressing meetings of coal miners, with the result that the men abandoned their position and ultimately accepted the Food Administration rulings in good spirit.

The farmers, too, those who had been accustomed to raising their own grain and having it ground for their personal use, threatened to grind

their own wheat and use the flour without substitutes. It was a delicate situation, for the farmers declared that they had a perfect right to do this. It was a question that arose in other counties but the situation was controlled with iron hand; probably nowhere better than in Carbon County. In reply to their threat Mr. Blakslee announced that if they attempted to evade the food law he would publish the names of those farmers who did so in all the county papers and would head the list, "Disloyal Non-Patriots." They could then shoulder the consequences. Publicity in this, as in hundreds of other cases, was the best weapon that could have been used, for nothing further was heard from the bucolic kickers.

For violation of the wheat flour regulation and for profiteering the administrator closed the store of a Palmerton merchant for thirty days. The hearing was at Mr. Blakslee's home, Mauch Chunk. Some weeks afterwards, he was invited to address the Merchants' Association at that place. He did so and announced that he would be compelled to curtail his address on account of train service. To his surprise, the merchant in question arose and said, "You chust go ahead, Mr. Blakslee, und I vill take you home in my machine," and he did. They were accompanied on the trip by several members of the association and on reaching Mauch Chunk, one of the latter asked the owner of the car if he knew where the administrator lived. He convulsed the entire party who were familiar with

the circumstances by saying, "My God, do you tink I'll ever forget it."

Mr. Blakslee ran the gamut of every phase, possibly, of objectionable incident that could fall to the lot of a vigorous, impartial, yet determined representative of the government. He was jollied, cursed, coaxed, offered a bribe and had his life threatened. He visited alone a foreign boarding house in search of contraband sugar and flour. Upon demanding admittance to the second floor where the stuff was hoarded one of the inmates drew a knife and threatened to kill him. In relating the circumstance afterward, Mr. Blakslee confessed, with a smile:

"I was thoroughly frightened but decided to put on a bold front. I bluffed the fellow out and threatened to lock him up. I did subsequently secure a warrant for his arrest but he had escaped before the officers reached the house and has never since returned."

Center County's food administrator, Colonel W. Fred Reynolds, was, and is, a man of wide acquaintance and large business interests. Although born in Lancaster County, he has spent practically all his life in and around Bellefonte, where as banker, manufacturer and prominent member of the National Guard, his acquaintance is county-wide. At the outbreak of the World War he was appointed chairman of the Council of National Defense and Committee of Public Safety of Pennsylvania for Center County, and was selected

by Howard Heinz to be food administrator for that county.

During the World War Colonel Reynolds' family was conspicuous in patriotic work. One son, a graduate from Princeton in 1917, enlisted as a private in Troop L, First Pennsylvania Cavalry, National Guard, and he was made first lieutenant on the field of France. A second son enlisted in the Naval Reserve and was subsequently made a lieutenant, junior grade in that service. Mrs. Reynolds worked continually in the Red Cross. While in addition to his other duties, including president of his Red Cross Chapter, Colonel Reynolds was also brigade officer of the Pennsylvania Reserve Militia.

In the discharge of his duties of food administrator, however, Colonel Reynolds permitted no claims of old acquaintance or friendship to interfere.

A prominent business man near the county seat owned a farm at which annually his farm manager gave a dinner to him and invited guests. The annual dinner of 1918 was given at a time when the greatest efforts were being made to conserve wheat flour, with special pressure brought to bear on farmers, many of whom thought it necessary to have their straight wheat flour bread while the rest of humanity was eating substitutes. The dinner, in spite of war conditions, was a success.

The day following an influential citizen, who had been one of the invited guests, met the food

administrator and in the course of conversation remarked that he had enjoyed the novelty of eating some bread made from pure wheat flour. As still further impressing it upon Colonel Reynolds' attention, one of the local newspapers referred to this dinner in a highly complimentary manner, praising the farm manager's wife for a fine repast and congratulating her upon the character of her bread. The participants were, almost without exception, personal friends of the administrator and here was his opportunity to get busy; and he did so with a promptitude which left an impress upon the entire community that was never eradicated during the remainder of his administration.

While it would be, perhaps, far-fetched to infer that the Food Administration in Center County was administered with military exactitude, yet the fact that Colonel Reynolds had for years been active in the military establishment of the state aided him in the construction of rulings with a precision and promptness not to be found in other counties where the administrator had not enjoyed the advantage of being a disciplinarian and himself the subject of discipline.

One of the features of his work was the establishment of schools of instruction throughout the county. There is a large foreign element in Center County, which in point of area and miles of road is one of the largest, if not the largest, in the state, and the foreign element especially required per-

sonal attention. For weeks at a time Colonel Reynolds' office was in his motor car. Individuals were visited, personal instruction given, and the results accomplished without the necessity of having to inflict many penalties; in fact, few persons were found who could be regarded as deliberately defying the rules. In nearly every case ignorance caused the trouble.

In Beaver County Administrator Addison Courtney was an official with an unique experience. In the first month of his work he visited all the grocers, as far as possible, in his county, explained the administration rules and endeavored in every way to throw light upon a difficult situation. In the town of Ambridge, however, one of the merchants becoming indignant took the administrator by the arm, led him to the door and remarked as he ejected him, that when he wanted an outsider to show him how to run his business he would send for him. That particular individual never requested the assistance of the administrator. He closed out and quit business.

It became necessary at times, as administrators usually found, to act vigorously as a deterrent to law violation. At one place the head of the household declared that he had no sugar in his possession. Administrator Courtney had information to the contrary and immediately began a search. He went through the house from attic to cellar, explored the outbuildings and finally reached the cow stable, the householder following with a

grin on his face. The administrator informed him that if he were found guilty of falsification he would be compelled to pay well for it. The fellow only smiled and the search went on. At last in a haymow, carefully screened from view, Mr. Courtney found one hundred pounds of sugar.

"How much is it going to cost me?" inquired the trapped culprit.

"Just a hundred dollar donation to the Red Cross," was the reply.

"You charge entirely too much," was the truculent reply. "Since when has your time been worth fifty dollars an hour?"

"Since I became food administrator," replied Mr. Courtney. The man made the donation.

A neighbors' quarrel had a curious dénouement in Beaver Falls. They were two women. The owner of a property residing on the ground floor had rented the upper floor. One of the administrator's women deputies overheard by chance a backyard quarrel in which threats of exposure for flour hoarding were bandied about. This information was conveyed to the food administrator and the following morning he visited the house. The owner denied she had very much flour on hand, but in the kitchen he discovered forty pounds. He proceeded upstairs where he encountered the tenant who had made the unguarded threat. She instantly became alarmed, also abusive, and exclaimed, "Who in hell told you there was flour up here?" The administrator ignored her classic

language and proceeded with his search. Screened by the head of a bed he found a low door opening into a diamond shaped closet which extended half way across the building. It was four feet high and the administrator was compelled to creep about feeling his way until he located what he was seeking. Piled up on an old rocking chair in the darkest corner, covered with carpet, he found two hundred pounds of flour. It was the remainder of two barrels that had been purchased some time before and the family had been living sumptuously off bread made without substitutes. In this case, for salutary effect on the neighborhood the guilty property owner contributed one hundred dollars to the Red Cross.

The large foreign population of Beaver County was a source of permanent trouble, not from a desire to be annoying but from ignorance. The same questions were asked repeatedly by the same persons, and just as patiently, as far as possible, replied to with the necessary information. One baker of foreign birth, more intelligent than his neighbors, after listening to the bombardment in two or three different languages for upwards of an hour, assured Administrator Courtney that if he didn't go crazy before the end of his term it would be the surprise of his life.

"Beaver County had a half pound of sugar per capita due her people over and above the allotment on November 1, 1918," wrote the administrator. "Taking it through and through, Beaver County

can be proud of her record during the war. She over-subscribed her quota in each bond issue and Red Cross drive; the money was freely given and all sacrifices willingly made."

All individuals prosecuted in Beaver County, with the exception of five, confessed their guilt and paid the penalty. Those who did not were compelled to cease business for a period of ten to twenty days; one merchant was closed for the period of the war. The contributions turned over to the Red Cross were $5,350, although, as the administrator observed, "I feel that it is a very trivial sum compared to the value obtained in the saving of sugar and flour."

When State Administrator Heinz selected Robert J. Murray, of Honesdale, to be federal food administrator for Wayne County on February 1, 1918, he appointed one of the youngest administrators in the state. There were others in Wayne County who might have been named for the position of food administrator and who possessed every one of the attributes above described; but Robert J. Murray "knew his people." He was familiar with their ways of doing business; manner of life; methods of thought and deduction: in other words, he had a knowledge of life in northeastern Pennsylvania.

Besides, he was young, virile and resourceful, with a background of business training that argued for a successful administration of federal food affairs in this extreme northeastern county of the

state; and this smooth-shaven, rotund, brown-haired young man proved the stuff that he was made of. He came to the State Conference of the county administrators with an unusual story. It was a story of resourcefulness, but its legitimate sequel would have established a dangerous precedent. To the assembled administrators, during a discussion of the question of publicity in which the Chief of the Division of Press News had outlined a policy, Mr. Murray said:

"It is all very well to talk about using your local newspapers for the dissemination of food information, but what are you going to do with a situation like this? In my county some of the newspapers owing to the high cost of paper, the governmental restrictions on its supply, increased postal rates, and the additional fact that they have so little space, while willing and patriotic, find it impossible to publish all Food Administration matter. I solved the difficulty though."

"How?" inquired the Director of Press News with curiosity; all the other administrators waited eagerly for the answer.

"My firm carries an advertisement in the newspapers in our town. We buy and pay for the space and can use it as we see fit. I conceived the idea that I could use some of our advertising space to get the food regulations across and so I've been doing it with great success."

It was a clever idea. Mr. Murray was the only administrator in the state, however, who had

resorted to such measures. It was a high light on his patriotism and ingenuity; but it was an iron-clad rule of the publicity system, a fixed principle, that not a penny should be paid for advertising by the administration; because its rulings and decisions affected in some way every individual in the commonwealth. It was news of the most important kind and highest value. Every newspaper in the state of Pennsylvania but one co-operated with the Food Administration. The editor and publisher of this particular weekly newspaper in an eastern county wrote a truculent communication to headquarters and positively refused to publish a line emanating from the administration.

"If you want the use of my columns, you can pay for them at regular advertising rates. Everybody is making money. Take Hog Island and the shipbuilding plants along the Delaware, are they giving material and labor to the government free? You needn't send me any more stuff in the hope that I will print it unless you accompany it by a check in payment of our regular space rates."

Some time after, while in New York, I read in one of the morning newspapers that this editor and publisher had died the day before; three weeks after he had written the letter above quoted.

Administrator Murray secured the services of several instructors from domestic science schools to give demonstrations of baking with substitutes and over 5,000 women attended. Home pledge

cards were distributed to 6,000 families. The most unusual demonstration made by any administrator was the appearance of Mr. Murray and his efficient deputy, Mr. Mumford, both of whom are inclined to overweight, at the head of the 4th of July parade in Honesdale clad in regulation farmer garb, their natural rotundity increased by judicious padding, and each bearing a placard reading, "Raised on Substitutes." They were accompanied by twenty attractive young ladies in white, each representing a wheat flour substitute.

One community, a mining settlement of three hundred families, all foreigners, assumed a hostile attitude and caused the merchants of the town considerable trouble and annoyance. They refused to attend any food conservation meetings, until Mr. Murray conceived the idea of offering them a free musical entertainment. Between the numbers he sandwiched in talks on the necessity of conserving food and the use of wheat flour substitutes. There was no subsequent trouble.

Much of Mr. Murray's success as administrator, as he generously says, was due to the unflagging zeal of his chief deputy administrator who, like himself, was a volunteer. Mr. J. O. Mumford was one of the leading members of the bar in northeastern Pennsylvania; a graduate of Amherst College, and associated with his father in the practice of the law under the name of Mumford & Mumford, with offices in Honesdale.

CHAPTER XIX

BOTH ENDS OF THE STATE.

Tales from the East and the West—Northumberland, Fulton and Greene, in the Work.

There were features of organization work that would under any circumstances have rendered the administratorship of J. Simpson Kline of Northumberland conspicuous, apart from their benefit to the public at large. Among them were the location of twelve hundred bushels of seed corn that was distributed among the farmers for seed purposes; securing over six tons of nitrate of soda from the government for the farmers at cost; distributing three hundred and sixty pints of formaldehyde to treat oats for smut and seed potatoes for scab diseases (over 5,000 acres were treated). Account books placed with farmers and aid given them in keeping these books in the interest of greater efficiency; organizing pig-feeding clubs among the boys and girls; spraying demonstrations in the interest of better fruit; corn tests to determine which variety was best suited in the county, and auto excursions to the State College. Eighty-four automobiles carried

over four hundred people on one of these excursions to gain direct knowledge of experimental work.

In addition to the above, seventy boys were enrolled in the United States Boys' Working Reserve and placed on individual farms; Business Men's Association's, Boards of Trade, and Rotary Clubs were organized for emergency labor during the harvest season; a tractor demonstration was conducted and a number of tractors subsequently purchased by farmers; a purebred Hog Breeders' Association was organized. Three carloads of sheep were brought into the county and placed on farms as an aid in the meat campaign.

Administrator Kline organized his county down to every schoolhouse door, and visited personally all sections delivering over one hundred addresses. Speaking of this experience, he said:

"Such persistent application to the work of the Food Administration ultimately made one feel as though he was a part not only of the work but of the name; and this same idea must have been impressed on the writer of one letter to me who addressed his envelope to 'J. Siministrator, Sunbury, Pa.'"

The postal authorities in Sunbury were undoubtedly accustomed to handling "nixies," as improperly addressed letters are called in the vernacular of that service, and the curious epistle reached the destination for which it was intended.

Among the hundreds of letters received by him at his office was one which afforded a few suggestions for "Uncle Sam."

"Cut out the waste of grain entirely for the manufacture of all alcoholic drinks; also the feeding of bread and meat to dogs and cats. When you and I were boys the farmers raised sheep; they had wool, mutton, and lamb for themselves and to sell, but as dogs and sheep don't thrive together, the sheep had to go; that's why we have no wool. I say kill every dog no matter about the value. We are paying high prices for food and the people are throwing it to the dogs." The writer closed with a diatribe against the familiar English sparrow which he described as "eating food from humanity."

Mr. Kline was only one of the many administrators who were convinced by experience that the predominant weakness, if it may be termed such, of thousands of people during the sugar crisis was that of lying; cold blooded and premeditated.

In a letter dealing with this unlovely phase of his work he says:

"For the few who are not with us in the cause and did not display the spirit of true, patriotic, American citizenship, we desire to express deep sympathy and regret, with the hope that they may live long enough to realize their great error and to appreciate their country and its laws, repent in sackcloth and ashes, and again become loyal,

useful and respected American citizens in the communities in which they live. They did but little harm to anyone but themselves.

"For the multitude who were with us we express our deep appreciation and are grateful for their support both in words and deeds."

To accept the appointment of county food administrator at a direct personal and financial sacrifice, to conduct all of its manifold duties single-handed for months without so much as an office assistant, to have no means of communication with the people through daily newspapers and to then be charged with being the recipient of a fat salary from the United States Government is an experience that stands alone in the story of the federal food administratoin in this state. Yet John Rossell Jackson, administrator for Fulton County, was the official who had this unusual and yet unromantic experience.

Fulton, let it be known, is the unique county of Pennsylvania. It has neither railroads, foreign population, daily newspapers, nor a notable industry. It is in the southern tier of counties on the border of Maryland; it has a population of 10,000, 85 per cent of whom live on farms. There are but three weekly newspapers in the county and, at times, rapidly shifting and kaleidoscopic changings in food rulings presented to Administrator Jackson a continuous and unending Chinese puzzle as to how he could transmit to the people, and render effective, the food laws as they were

issued from headquarters. But John Rossell Jackson is one of those rare characters who all his life has been accustomed to overcome the seemingly insuperable. There is a strain of the same blood in his make-up that ran in the veins of Abraham Lincoln; for his mother was a Hanks of the same family that gave to the world the mother of the great emancipator.

Mr. Jackson has made his way in the world since he was a boy; he worked and saved and schooled himself and graduated from college, read law and was admitted to practice before the Supreme Court of the state and finally was selected as the most available man for food administrator in his native county. He was appointed administrator early in January, 1918, and from the day of his appointment until July 1st, he was, as he tersely expressed it, "the whole food administration, office force and all." After that date, a paid assistant was given him.

"One thing that we were very thankful for was that we have no foreign element in this county except one family of Italians. The head of the family is a survivor of the South Penn Railroad and about all that Fulton County has left of its railroad hopes."

There are three weekly newspapers published in the county; they loyally supported the administration and gave liberally of their space to Food Administration rulings and propaganda. But, being weekly newspapers, often by the time a ruling

published in their columns had reached their readers, a modification had been issued from Washington that nullified or altered what had gone before. The height of his embarrassments, however, was the persistent idea among the farmers that the county administrator was the author of all food regulations. They were unwilling to concede any honors to Herbert Hoover or Howard Heinz; John Rossell Jackson, "the young lawyer down in McConnellsburg," was their *bete noir;* the individual who was interfering with their lives, their liberty of action and their pursuit of bucolic happiness. Then the capstone of it all was laid one day in the manner following:

"A farmer of rather a low standard of intelligence expressed what I believe was, at the time, the feeling of many who should have known better. He remarked to one of our merchants that the county food administrator was pulling down a good fat salary and imposing hard rules on the people. The merchant came to my rescue and told the farmer that the administrator was not getting a cent for his work; whereupon, after some deliberation, the man remarked: 'Well, he's either getting a good salary or he's a damn fool.'"

As the months went by, however, the Fulton County folks began to adapt themselves to the changed conditions. Stories from the battle front reached the remotest corners of the county and awakened latent patriotism to a point where it required little effort on the part of the adminis-

trator to secure an enforcement of Food Administration laws. And in the end, Mr. Jackson, as he gratefully acknowledged in a letter to headquarters, had the satisfaction of knowing that his work in his native county had been well done.

In the mountainous counties of the Appalachian region in the states south of Mason and Dixon's line, and in certain counties in Pennsylvania as well, "moon shining," the manufacture of illicit whiskey, is regarded as a legitimate and highly commendable business. Coincident with it is a general detestation of revenue officers. One of the best incidents cited by Administrator Wisecarver, of Greene, is that of a mountaineer whose son was leaving for France. The "ridger" came down to the train to say good-bye to the boy with this parting injunction:

"Son," said he, "I fought agin the Union fer fouh long years but I'm reconciled now. I'm foh the flag, an' when you go oveh thea and ketch sight of any of them Germans, shoot 'em down on sight same's you would a revenue officer."

Greene County, with perhaps two exceptions, has the largest acreage of tillable land in the commonwealth. It is essentially a farming and stock-raising county more or less remote from great thoroughfares of communication and its administrator was compelled to exercise unlimited patience and good nature in dealing with a people thus situated and upon whom had been thrust conditions undreamed of in their daily lives.

In the course of his duties Mr. Wisecarver found that there existed a certain amount of pro-German feeling which was expressed in a denunciation of England. It was among a small minority, but he organized a campaign of education that happily eradicated this mistaken prejudice. The fidelity with which the people of Greene County observed meatless days, in fact all the regulations regarding the conservation of beef and pork, led Mr. Wisecarver to observe:

"Meat? We haven't seen any to speak of for more than a year and I can go forth on the farm unashamed and look a steer, cow, or hog straight in the face and never bat an eye. The only sinecure office in the whole administration was that of my meat lieutenant, and had he not served faithfully on the Fair Food Price Committee his record would have been seriously impaired in my administration."

One of the characteristic letters received by Mr. Wisecarver was one in which the writer said, "Will you kindly let us have twenty-five pounds of sugar for canning. They are rotting badly and we would like to save them."

Another unusual letter was the following:

"Dear Sir:—This 22d November is my ninety-fifth birthday and I am said to be the oldest justice of the peace in the United States doing business. I have two grandsons in France and one in camp, and at my age I think I am entitled to get what food I need to keep my health.

"I am all alone, do my own cooking, and I ask you as a favor to me to authorize our merchant to sell me what sugar I need for my own purposes, and allow me to have bread made from wheat flour." The signature was that of Leroy K. Hall, Greensboro, Pa.

"It was no particular hardship for our people to obey the regulations of the administration in regard to flour and its substitutes," said Administrator Wisecarver. "Corn always has been a popular article of diet among our people. There has always existed a prejudice among some of them, the older ones, against the new roller process of milling which has gradually rendered obsolete the old-fashioned burr process. There are many people in the county today who will ride miles to a mill to have their grain ground by the old burr process rather than patronize a roller mill within a mile of their homes."

Greene was one of the counties that reported a hog census to headquarters. The influenza epidemic invaded the county just as the public school children were preparing for this work. Only in a few instances were there townships in which a census could be taken. With a perfect knowledge of farm conditions, Mr. Wisecarver grouped these returns using the general average as a guide and made a report which was practically perfect.

CHAPTER XX

UNUSUAL EXPERIENCES.

The Unique Trials of One Administrator—Details from Lebanon, Lancaster, Mercer and Clinton.

To conduct Food Administration affairs from a comfortable suite in a stately office building with willing volunteers and a capable clerical staff is one thing; to direct the same business in a rural county, somewhat given over to coal mining, with a polyglot population, distant villages to reach, with a limited staff, and lying on your back with one leg in splints and your home turned into a caravansary so far as unannounced entrance and exit of the populace is concerned, would ordinarily try the nerves, temper, and patriotic desire to serve, of any man to the nth power; but that is what W. W. Winslow, Esq., lawyer, banker and administrator for Jefferson County did when the conservation campaigns were in full career. He accomplished his work with a success that was not achieved by some other administrators who were in full possession of bodily vigor and untrammeled powers of locomotion.

For ten weeks Administrator Winslow's office chair was a bed, his desk a paper pad on one knee; his office his private bedroom, and his principal assistant the telephone at his elbow. With quaint humor he furnishes a glimpse of his career prior to his conscription as civilian food administrator in these words:

"I have dabbled in various things: I have held nearly every position in county banks, from president down; served as school director; ran church choirs; helped organize corporations; edited newspapers; and just when I was trying to settle down to raising a family the office of county food administrator was thrust upon me. It looked harmless. There seemed to be little to do except furnish certain matter for the newspapers every few days. I accepted gladly. I was too old to go to war. I wanted to be in it long before the President did; here was a step in that direction. I took it all very seriously. I did everything I could to keep the Food Administration before the public. I gave the newspapers all they would stand of the hundreds of rules and orders issued, and as most of the papers were weekly, I managed to get these things published and nicely circulated just about the time they were repealed, revised, or suspended. Finally, I began trying to interpret the rules to make them fit circumstances and further the work, without harassing too much the individual.

"For instance; though I kept the stores down to their proper limit in their sales of sugar and flour,

and maintained a very respectable standard of obedience to the law on the part of people generally, I found it difficult to refuse the appeals of those elderly persons who assured me in personal interviews or lengthy communications that they could not eat and could not digest substitute breads and pleaded for a wheat diet exclusively. I argued the matter but usually ended by granting their requests. I have watched their careers since with much interest but without unalloyed pride; everyone of them has died; the last one only last week. Possibly if I had compelled them to eat substitutes they would, at least some of them, be living yet."

Administrator Winslow had surmounted the heights of difficulty in making the flour survey in Jefferson County; had opened all the reports, classified them by districts, answered the personal letters that accompanied about 2,000 of them, held personal interviews and answered telephone calls that appertained to the other 8,000 householders and had just caught a glimpse of a promised land of rest ahead when he fell and broke his leg. It was a great opportunity to resign. He discussed the matter with Howard Heinz, state food administrator, but the latter put his foot on it: not on the administrator's leg but upon any suggestion that he turn the work over to less competent hands. Thus it came about that the federal food office in Jefferson County was transferred to the guest room in the Winslow residence, with the telephone on one

side and a nurse on the other who was physically able to make a few hundred trips up and down stairs each day.

"Once the numerous Italian, Slavish, and Croatian merchants and their various male and female assistants found out where the office was," resuming the administrator's narrative, "they seldom bothered with the door-bell or other unseemly restrictions. They walked in at one or the other entrance and trailed upstairs trying doors until they found the right one, oftentimes encroaching upon the family preserves. Frequently their feet were muddy. Frequently they had the most malignant facial expressions even when I found them to be of the gentlest nature within; but the effect on the good wife was trying, not to say exasperating. Unfortunately she was unable to see anything funny about the visit of a large stout man with two wooden legs who walked the length of the front porch with nice sharp spikes in his crutches. He was about to start across the hardwood floor and up the uncarpeted stairs to my room when he was headed off. She mentioned the floors to him but he assured her he was not afraid of slipping, as he had hob-nails in his shoes besides the spikes in his crutches. She finally induced him to pause in his mad career.

"Then the millers had to be dealt with. They had predilections for personal interviews that added much to the gayety of the household. Coming fresh from the mill in their delivery wagons,

they were able to leave a well-marked trail of white from the front door to the furthest corner of the guest room. There they found an upholstered chair that gathered most of what was left on their garments. Fear of a strike made it inadvisable to call on the maids to do the 'follow-up' in such cases, so the burden again fell on the lady of the house. Small wonder was it that she finally ran away to Atlantic City to save her nerves from collapse."

Administrator Winslow's broken leg got well, just as everything began going smoothly again. When he had finished an 8 x 12 addition to his home where office hours could be comfortably observed from 8 to 10.30 P. M., the armistice was signed. Gloria Dei!

There was one peculiarly difficult task that fell to the lot of Administrator P. N. Hershey of Lebanon County. Fortunately, Mr. Hershey comes of a line of sturdy ancestors who have lived in the heart of two of the greatest Pennsylvania Dutch counties of the state. First a farmer and later a business man of experience, he had the confidence of his people in addition to being able to converse with them in their own tongue with all the fluency of a native born. To this fact, together with his known integrity and wide acquaintance, was due the success that attended his efforts as an administrator, and tided him over the shoal of trouble.

Mr. Hershey, after a course at normal school and college, established an ice cream business in Leb-

anon connected with his dairy interests in the county. The business expanded rapidly and was ultimately purchased by the great Hershey Chocolate Company, Mr. P. N. Hershey being placed in charge of all their milk interests, a position he holds at the present. It was in consequence of this that the peak of his troubles was reached when the sugar restriction order went into effect. It rested on the difficulty of explaining to his people the necessity of conserving sugar, and the righteousness of the sugar restrictive laws of the Food Administration, in face of the fact that he was prominently identified with a concern that was using thousands of pounds of sugar daily in the manufacture of a candy product. When the situation was fully understood, after being presented with the force and simplicity of the Pennsylvania Dutch tongue, that the Hershey concern was operating under direction of the government and that its output measured in tons of chocolate weekly was being shipped to our armies in the trenches of France and that, next to their daily food, it was the most important element in the diet of the soldier, the doubt and objection vanished like a mist.

Administrator Hershey is the author of one of the neatest epigrams of the Food Administration period:

"Some of the Food Administration's rulings seemed automatically to develop more ornate and gentlemanly liars than I ever dreamed could exist in Pennsylvania."

This utterance found an echo in the heart of nearly every other county administrator in the state. In the case of the Lebanon administrator, however, the expression was evoked by statements that were as ludicrous as they were inane. Respectable men applied at his office, under the canning rule, for ten pounds of sugar to preserve twenty quinces.

"We actually had requests for preserving certificates for canning cherries to such an amount that, if granted, the cherries would have formed but one per cent of the mass and the sugar the other nine-tenths."

This was possibly to be expected in a Pennsylvania Dutch county where the tables at all times are supplied with an amount and variety of food not found elsewhere in the state; and "spread," in the way of fruit-butters and jams, is demanded for the daily bread. These people work hard and eat heartily. Everything in the way of food that these farmers produce finds its way to their tables. They may be frugal in various other ways but they never stint themselves at the table.

It is a notable fact also, to which administrators like Mr. Hershey in counties where the Pennsylvania Dutch form a considerable if not predominating element of the population will subscribe, that these people are patriotic to the core and often far readier to make sacrifices than dwellers in the city. But they must understand a situation before they act; they must be appealed

to with simple directness, though impassioned appeal arouses them to a highpitch of patriotic enthusiasm.

In these annals of the Food Administration in Pennsylvania it has fallen to the lot of but one man to have his biography written by such a distinguished chronicler as the Lieutenant Governor of the state. Marvin E. Bushong, administrator for Lancaster County, enjoys this distinction. His lifelong friend, Lieutenant Governor Frank B. McClain, has written about Mr. Bushong's career as one of the leading men of his native county. The limits of this work will not permit the author to repeat all the appreciative things Governor McClain has said of Mr. Bushong, but a brief extract of the essential points will cover the story. In the first place, as one of the leading agriculturists of the state, Mr. Bushong was appointed by Mr. Heinz to be one of the members of his advisory committee of sixteen selected from over the state, when the former was made director of the Department of Food Supply for the commonwealth. This distinction was accorded him by the fact that he has been successfully identified with great agricultural interests. Being a Lancasterian by birth this was to be expected.

Although he had large outside business interests, Mr. Bushong was at the same time a farmer and lived upon and operated his own farm in southern Lancaster County. He was born in Eden Township near Quarryville on June 7, 1878. In his

clever and enthusiastic way Lieutenant Governor McClain writes concerning Mr. Bushong:

"He received his appointment as federal food administrator for Lancaster County January 2, 1918, and I feel confident in saying that no county federal food administrator in Pennsylvania applied himself to the task cut out for him with more effectiveness than Marvin E. Bushong. The results he achieved were accomplished with the least possible amount of friction because of the tact he employed. Let me further say that when the roster of the self-conscripted brains and energy in support of the war program in Lancaster County is made up the name of Marvin E. Bushong will be written away up at the top."

Mr. Bushong along the lines of efficient work deserved the encomiums paid him by the Lieutenant Governor of the state. A quiet unassuming man, he gave one the impression of a college professor rather than that rare combination, farmer and active business man. And yet, when necessity demanded in conference or elsewhere, Mr. Bushong expressed himself with vigor and emphasis in clear-cut sentences that carried weight. In addition to his work as county administrator he also carried the burdens of civilian activities in war work in "the garden county of the United States."

When the smoke had cleared away from the ultimate battlefields of France and the victory of the hosts of democracy and civilization was

assured, Stanley A. Gillespie, administrator for Mercer County, found time to write:

"In all my life of thirty-five years I have lived more and lived more deeply in the one in which I was associated with Howard Heinz, as food administrator for this county, than any other."

It was a tribute all the more impressive because Mr. Gillespie, prevented by a serious physical defect from entering military service seized gladly on this opportunity to prove his devotion to his country.

The basis of the Mercer County organization was the principle that "Patriots will, all others must." Putting the situation directly up to his own people with the request that every loyal citizen co-operate in exposing violations and correcting misunderstandings, it became unnecessary, odd as it may seem, to maintain a staff of investigators or to seek police assistance. Men and women in Mercer County not only accepted appointments as deputies and aids but came forward and volunteered their service. Where it became necessary to impose penalties they were of a character to deter others from similar violations.

It was unique in the story of the administration but scores of people in Mercer having no official connection with the administration, rejoicing merely in the title of "patriotic citizen," voluntarily undertook the labor of distributing circulars, home cards, posters, and otherwise doing outside work so necessary to the spread of propaganda and

organization of work in the county. But the pro-Huns were just as active and insidious in their work in Gillespie's district as they were in every other county in the state. The special object of their attack was the administrator himself, but his position in the community was too secure to be shaken by the statement that while imposing restrictive rules on the people his own attic was filled with flour and his cellar with sugar. Another, and it was the most common lie of all, partially effective only among the ignorant foreigners, was that Gillespie was receiving a fat salary as food administrator of anywhere from $5,000 to $25,000 a year.

An incident that stands near the head of Mr. Gillespie's experiences occurred on the first meatless day when consternation like a miniature cyclone broke loose in one of the leading restaurants of the county. The administrator and several of his staff dropped in between night meetings for a bite. The proprietor had just learned in the afternoon that "requests" of the administrator were laws and must be obeyed accordingly. He had arranged to adapt his service to the changed conditions but on this particular day, above all days, somehow a cog had slipped. The restaurant early in the evening had exhausted its ice-box supply of fish and poultry and was serving steaks instead. When someone announced the identity of the individuals at the administrator's table pandemonium broke loose. In a flurry of almost

hysterical excitement the waitresses gathered in a frightened group in one corner of the room; the excited chef was half crazed by apprehensions of what might befall him; the gesticulations and emphatic orders of the proprietor, mingled with the audible comments of the guests, reached a climax when the head waitress in an agony of apprehension cried out, "My God, what's to become of us?" In the rigid observance of food conservation laws from that memorable night until the last order was issued by Administrator Gillespie that particular restaurant was a "top notcher" in conservation of food and obedience to the law.

One notable feature in the operation of the Food Administration in Pennsylvania was the economical manner in which it was conducted in the rural counties. The work was carried on at an expense that was trifling compared with the magnitude of the undertaking. As an example the expense account of W. T. Griffith, administrator for Clinton County, is quoted and it can be duplicated in many of the less populous counties of the state.

From August 1, 1918, to January 1, 1919, there was expended for salaries $262.50; traveling, $238.86; stationery, $67.70; telephone and telegraph, $31.86; total, $600.91. The average for the entire state is, however, far away and beyond this. The expense of office rent and overhead charges in populous counties and large cities dwarf such showings as the above, but these quotations are

tangible evidence that county administrators like Mr. Griffith loyally strove to hold expenditures to the lowest possible point thus controverting assertions of the wilfully ignorant, or traitorously pro-German element, that the Food Administration wasted money that should have been devoted to other purposes. With his vice-administrator, I. S. Gundsburg, every phase of propaganda work was carried through successfully by Administrator Griffith and the success of the administration in Clinton County was entirely due to his intelligent appreciation of what the government demanded of him.

William T. Griffith was appointed federal food administrator for Clinton on the recommendation of the Executive Committee of the Council of National Defense of that county. Of medium height, slender, smooth shaven, he looks out upon the world in a kindly way through large rimmed spectacles. Appointed January 14, 1918, he fixed his first official office in his mercantile establishment on East Main Street, Lock Haven. His first assistants were the employees in his store; but as the work broadened he appointed deputies over the county; took an office elsewhere and employed a stenographer. All the expenses of his administration were carried by the administrator himself until later in the year when assistance from the Council of National Defense shifted the burden and enabled him to employ additional help and supply proper office equipment.

CHAPTER XXI

HUNS AT HOME.

Many Reports of Glass in Food—Westmoreland, Allegheny, Potter and Juniata's Part in the Work.

Revelations of the plots of the despised Bernstorff at Washington and a general suspicion of all German born residents was, undoubtedly, in great measure responsible for rumors of ground glass and poison in food. They also had the effect of arousing the people to greater caution in their dealings with alien sympathizers. One of the most persistent reports, and it came from various parts of the state, was that of attempted poisoning by toxic ingredients introduced into food products; none so common as the ground glass plot. Even the remoter counties of the commonwealth were not exempt from these rumors. With one or two exceptions these stories proved to be without foundation, the fears of the people being aroused by glistening fragments of crystallized sugar which were mistaken for glass.

Dorr R. Cobb, food administrator for Potter County, a man of exceptionally sound common sense, had a number of these rumors brought to

his attention. The result is best described in inimitable fashion by Mr. Cobb:

"If the digestion of the food administrator was impaired by the unusual number of between-meal luncheons on biscuits and cakes alleged to contain glass, and brought to his office for investigation, it was heroically endured as a part of the duties of the office. Special thanks are tendered to those citizens of Potter County who sent samples of sugar. They eked out the very meager allotment of sugar for his family and it was found that the glass dissolved in the coffee as readily as did sugar."

Mr. Cobb was undoubtedly of the stuff that heroes are made of. It is a brave man who, under the circumstances, would fearlessly munch a cooky or slice of pound cake, no matter how enticingly prepared, if it was under suspicion of harboring in its composition a small segment of a pane of glass, but those who came to know him during his official career recognized in the virile personality, and his firmness and resolution, the type of official who was ready to set an example and lead that others might follow. His fairness and impartiality were never questioned because of one hundred and twenty-seven investigations made in Potter County many proved to be of such minor importance that the voluntary contributions of the offenders to the Red Cross amounted to less than five hundred dollars.

A difficulty inseparable from his work was that

of adjusting trade conditions between consumer and dealer. Potter is a county of small towns and Administrator Cobb shortly discovered that to compel the butcher particularly to compete with city prices, with the latter's high overhead charges, would have driven most of them out of business and deprived the village or town of the accommodations afforded by these merchants.

Tact, common sense, concessions and the cooperation of the tradesmen succeeded in averting any serious difficulty, increased the influence of the administrator and merited the confidence of his people. In a smaller way Mr. Cobb duplicated in Potter County the work of Director R. P. Smith, chief of the Bureau of Trade Distribution at headquarters, in handling the local flour situation. Several times during the year there was extreme shortage of wheat flour, particularly in the months of July and August, 1918, and the bakers of Potter were in great danger of closing for lack of supplies. With one exception, however, all were cared for by transferring, speedily and in sufficient quantities, flour from one part of the county to another, and drawing liberally upon the stocks of various merchants. During this period many consumers were reduced to the necessity of buying their flour from day to day in small lots, but the critical period passed without any suffering extreme hardships.

Not all county administrators had unusual experiences. There were, as might be expected, in the

sixty-seven counties in the state certain ones in which the course of events proceeded uneventfully up to the declaration of the armistice. This is particularly true of agricultural districts like Juniata County. J. Howard Neely, Esq., administrator for Juniata, in a letter to headquarters on this subject, unconsciously paid a high tribute to the character of his fellow citizens over whom he had been appointed to enforce the food regulations:

"This being a purely agricultural county with a stable and substantial citizenship, the work of the administration had no unusual happenings in the experiences of the administrator and his assistants."

Mr. Neely, who was one of the regular attendants at the various district meetings of the administrators, and at the general gatherings for consultation and instruction on three occasions in Philadelphia, manifested a keen interest in the various interpretations of rulings given by Mr. Heinz, Chief Council Hepburn, or those of the experts from Washington. His pointed interrogations clarified numerous vexing problems for others. Being a leading member of the bar of Juniata County his legal training manifested itself in the directness and variety of the questions asked these instructors.

With a clear understanding of his duties Mr. Neely inaugurated a campaign of education with the unanimous support of the press, ministry, merchants and leading citizens generally of Juni-

ata. Intensity of interest was also stimulated through a desire to "do his bit," seeing that his two sons, Princeton graduates, Lieutenant J. Howard Neely, aerial observer, and Lieutenant William H. Neely, also in the aviation service as air pilot, who fought through the Argonne campaign, were helping to make history in France. A notable comment on the activities of county administrators, of whom J. Howard Neely was an example, was that where one of these officials had the honor and distinction of having a son in the military service of his country, his work was in the highest degree efficient and almost without exception free from local criticism.

At one of the general meetings of all the food administrators of the state at the Bellevue-Stratford Hotel, Philadelphia, a well set, carefully groomed man, whose hair showed touches of gray, approached me smilingly with extended hand:

"Do you remember the last time we met?"

The experiences of a busy life had touched the face of the speaker with deeper lines than when I had last seen him and the hand of time had frosted his hair, but out of the background of twenty years I recalled the picture.

It was on an ocean steamship dock in San Francisco in August, 1899. An army transport was moored alongside whose decks were crowded with soldiers, cheering and gesticulating to the crowds below. It was the *Hancock* bringing back the Tenth Pennsylvania Regiment, recruited mainly

T. J. Wisecarver
Administrator for
Greene County

J. O. Mumford
Deputy Administrator
for Wayne County

Robert J. Murray
Administrator for
Wayne County

C. S. Tuttle
Deputy Administrator for Greene County

from Westmoreland, Washington and other western counties to their native land. On the forward deck was a flag-draped coffin containing the remains of its beloved leader, Colonel Hawkins. It was a tumultuous scene, nevertheless, because the tenth, which, twenty years later plowed its way through the barrages of the Huns was the regiment that had gone from the farthest East to help establish American supremacy in the Philippines.

John Barclay, still a young man but even then prominent in the business life of his native county, was on the dock as a member of the reception committee sent across the continent to greet the regiment. The writer was there as the staff correspondent of a Philadelphia newspaper. From that day, during the lapse of twenty years, we had never met till the State Conference of County Administrators. The recognition was instantaneous and during the few minutes of an intermission old memories of the distant days were recalled.

The Barclays of Westmoreland County are an old family in that former "Democratic Star of the West," and when it became necessary in January, 1918, to appoint a food administrator for Westmoreland County John Barclay, vice-president of the Barclay-Westmoreland Trust Company, whose calm judgment, integrity and patriotism had been known for a generation, was selected for the post.

"There's nothing much about our work," said Administrator Barclay, "that you'll not find in almost any other county of the state. We made a systematic canvass of the county with the aid of interpreters and, in some instances, house-to-house canvasses of mining villages drew the less desirable element of our population into sympathy with the work. A strong appeal was made to the women, and the fine manner in which they responded is deserving of the highest commendation. I had solidly at my back the united patriotic press of my county, and to it belongs a very large share of success of our undertaking.

"One particular incident I recall that annoyed me, but only for a few minutes, was a homely little episode that occurred one morning about daylight when a woman from a neighboring town called me over the telephone. I had been working late at night, for it was in the busiest days of the administration, and I was greatly in need of rest. What do you suppose she wanted? She had wakened me at that unearthly hour to inquire if I would let her kill a hen for a member of the family who was sick in bed. It was on the end of my tongue to administer a rebuke which she would not have forgotten, but I restrained myself because I thought of the law-abiding feeling that prompted her action, and so, instead of a sharp retort, I granted her request and thanked her for doing as she did; but my rest was broken for the remainder of the night.

The Westmoreland administrator was not the only one who was worried by people over the flour substitute rule. One administrator kept constantly on hand in a little closet in his office a loaf of substitute bread. Of course it had been baked according to the receipt of the Division of Home Economics of which Miss Pearl McDonald of State College was the head. When a woman entered his office with a complaint that it was impossible to bake bread with substitutes fit for a human being to eat, this particular administrator would turn to his cupboard, take out the loaf, cut a slice from it and begin eating the other part himself with the remark: "Now, this is the substitute bread my family eats three times a day. It's first rate; it's healthy, and if it is good enough for me, it's certainly good enough for you." The demonstration was invariably a success.

W. D. George was appointed federal food administrator for Allegheny County, which includes the second city in the state, Pittsburgh, on November 26, 1917. Joseph B. Shea was originally appointed to the position but he never assumed office or qualified for the appointment. Mr. George selected as his assistant Herbert L. May, who acted as adviser with reference to the mercantile end of the work, publicity and advertising, and James B. Miller, Esq., was made chief of the Legal Department. Mr. George to the end of the administration devoted his entire time to the work. The Food Administration office was first

located in the People's Bank Building, Pittsburgh, but was subsequently removed to old City Hall on Smithfield Street. The administration work in Pittsburgh in great measure was conducted along lines similar to those of Philadelphia, the general policy being to obtain willing co-operation of the food trades, rather than to compel it by coercion. There were several notable cases of penalizing, however, which attracted attention all over western Pennsylvania. In one instance, which was so flagrant and of such magnitude that it demanded the attention of the state administrator Mr. Heinz, the culprits, a large wholesale house, submitted to one of the heaviest penalties inflicted upon any concern in the commonwealth.

In his selection of Mr. George as administrator for the important territory of Allegheny County, Mr. Heinz was actuated by a desire to secure for this service, a man of wide experience in business life who was able to grasp complex problems with a firm hand. W. D. George came of sturdy Irish stock, the head of the family having come to this country nearly a hundred years ago. His family branched out into mercantile and manufacturing businesses, the father of the administrator having been in turn a wholesale grocer of Pittsburgh, a farmer in Washington County and the proprietor of a flour mill in Monongahela City; he was a coal operator at the time of his death. The administrator was born in Washington County and educated in the old Second and Fifth Ward

public schools of Allegheny, Pa., and was a graduate of the Allegheny High School in the class of 1887, subsequently attending for a brief time the Western University, now the University of Pittsburgh. From clearing house clerk in one of the Pittsburgh banks he rose to be general bookkeeper, which connection he severed nearly a quarter of a century ago to enter the real estate and insurance business which is his present occupation. He is a director of the People's National Bank and vice-president and director of the People's Saving and Trust Company.

A powerful adjunct to the work of the Food Administration in Allegheny County was the loyal support of the daily newspapers of that city. There are seven of them. Ably edited and successfully managed, every resource at their disposal was placed at the service of Mr. George and much of the success achieved, beyond matters of executive action and decision, was due to their unswerving fidelity and faithful co-operation.

CONCLUSION.

The Federal Food Administration in Pennsylvania was officially demobilized on February 15, 1918. Its activities began to wane after the declaration of the armistice on November 11, 1918.

No one who witnessed the tumultuous rejoicing mingled with the prayerful thanksgiving of the people in Pennsylvania, can ever forget Armistice Day. In Philadelphia the city literally went mad with joy and excitement.

Down on Penn Square every agency of din and confusion had been given the untrammeled freedom of the great city. There was the endless and unbroken shuffle of a hundred thousand feet, the blare of bands, the skirl of fife and ruffle of drum. At intervals the din was punctured by exploding bombs, far above which, in mid-air, aeroplanes like great silver dragon flies were drilling, circling, diving and ascending in the nippy air. Philadelphia was victory mad. Along the sidewalks men and boys shouted, children sang, and women wept. Skyscrapers emptied their packed thousands into the thoroughfares. Spindles halted, wheels ceased to spin, and the drum-fire noises of the shipyards halted as the hundreds of thousands of workers rushed forth to sing and shout.

While it was doubtful whether or not its services

would be required in connection with the rehabilitation of the war-torn nations of Europe, it was decided that the bulk of the salaried and clerical force should be demobilized. This work was begun within two weeks after the armistice was signed and was practically completed by the 31st of December, 1918. The license system, which had been a great power for good in the hands of the administration officials, was gradually modified until, by the 15th of January, 1919, only dealers in a few, certain commodities were subject to license regulations.

On orders from Washington, the general demobilization of the volunteer forces of the administration took place on February 15th, after which time only a skeleton force, necessary to dispose of furniture, fixtures and wind up the affairs of the administration, was retained. Thus practically the activities of this great organization in Pennsylvania, which had contributed so much to the conservation of food, came to an honorable end.

THE FEDERAL FOOD ADMINISTRATION FOR PENNSYLVANIA

Administrator
HOWARD HEINZ

Vice-Administrator
J. S. CRUTCHFIELD

Administrator for Philadelphia
JAY COOKE

Chiefs of Division and Departmental Heads

Division of Law and Enforcement
- *Chief Counsel*.....Charles J. Hepburn, Esq.
- *Associate Counsel*.....Stacy B. Lloyd, Esq.†
- *Associate Counsel*.....John A. Nauman, Esq.
- *Associate Counsel*.....Reynolds D. Brown, Esq.
- *Associate Counsel*.....F. Markoe Rivinus, Esq.
- *Associate Counsel*.....Ralph C. Stewart, Esq.
- *Associate Counsel*.....Wm. Barclay Lex, Esq.
- *Associate Counsel*.....Henry Pepper Norris, Esq.

Division of Distribution and Markets
- *Chief of Division*.....J. S. Crutchfield
- *Trade Distribution*.....R. P. Smith
- *Traffic Manager*.....Joseph P. Brown*

Division of Conservation
- *Chief of Division*.....Thomas Shallcross, Jr.‡
- *Chief of Division*.....Thomas R. Elcock, Jr.

Division of County Administration
- *Chief of Division*.....Harry H. Willock

* Resigned.

† Resigned to enter Military Service.

‡ Resigned to enter other Government Service.

Division of County Inspectors
Chief of Division.....HOUSTON DUNN
Division of Press News
Director.....COL. GEORGE NOX MCCAIN
Division of Education
Director.....MONTGOMERY H. WRIGHT
Retail Stores Section.....L. W. WHEELOCK
Library Section.....MISS FLORENCE HULINGS
Division of Hotels, Eating Houses and Clubs
Chairman of Division.....J. MILLER FRAZIER
Woman's Division
Chief of Division.....MRS. CHARLES M. LEA
Division of Licenses, Reports and Office Management
Chief of Division.....W. C. MACBRIDE*
Division of Bakeries
Chief of Division.....FRED C. HALLER
Division of Farmers' Interests
Farmers' Representative.....C. J. TYSON
Farmers' Representative.....M. L. PHILLIPS
Division of Grain Threshing
Representative.....CHARLES GARBER
Division of Dairy Interests
Milk Commissioner.....DR. CLYDE L. KING
Dairy Husbandry.....PROF. FRED RASMUSSEN‡
Division of Auditing
Chief of Division.....HERBERT G. STOCKWELL
Division of Price Interpretation
Chief of Division.....A. F. GELINO*
Chief of Division.....J. H. BEERITS
Division of Commercial Economy
Director.....E. LAWRENCE FELL
Extension Department
County Farm Agents.....PROF. M. S. MCDOWELL
Division of State Sabbath Schools
Representative.....W. G. LANDES
Division of Co-ordinated Educational Activities
Director.....DR. WILLIAM MCCLELLAN
Division of Home Economics
MISS PEARL MACDONALD

---

* Resigned.

‡ Resigned; appointed Secretary of Agriculture of Pennsylvania.

THE FEDERAL FOOD ADMINISTRATION COUNTY ADMINISTRATORS.

Adams County	Dr. E. H. Markley, Gettysburg
Allegheny County	W. D. George, Pittsburgh
Armstrong County	*John H. Lawson, Esq., Kittanning
	Karl D. Schotte, Esq., Kittanning
Beaver County	Addison Courtney, West Bridgewater
Bedford County	John N. Minnich, Esq., Bedford
Berks County	†Charles T. Davies, Reading
	J. A. Keppleman, Reading
Blair County	S. S. Reighard, Altoona
Bradford County	*Walter T. Page, Athens
	U. M. Fell, Towanda
Bucks County	*A. Harry Clayton, Doylestown
	*W. W. Cornell, Doylestown
	Isaac J. Van Artsdalen, Esq., Doylestown
Butler County	Ed. M. Bredin, Butler
Cambria County	*P. L. Carpenter, Johnstown
	George B. Glenn, Johnstown
Cameron County	Dr. Leon Rex Felt, Emporium
Carbon County	Harry A. Blakslee, Mauch Chunk
Centre County	Col. W. Fred Reynolds, Bellefonte
Chester County	Thomas L. Hoskins, Esq., West Chester
Clarion County	Walter W. Wilson, Esq., Clarion
Clearfield County	‡John F. Short, Clearfield
	A. D. Bigler, Clearfield
Clinton County	William T. Griffith, Lock Haven
Columbia County	William B. Linville, Bloomsburg
Crawford County	E. A. Hempstead, Meadville
Cumberland County	Dr. H. H. Mentzer, Carlisle
Dauphin County	Donald McCormick, Harrisburg
Delaware County	Fred. A. Howard, Chester
Elk County	R. A. Cartwright, Ridgway
Erie County	Conrad Klein, Erie
Fayette County	Charles L. Davidson, Uniontown
Forest County	James D. Davis, Tionesta
Franklin County	C. Parker Miller, Chambersburg
Fulton County	John R. Jackson, Esq., McConnellsburg
Greene County	T. J. Wisecarver, Waynesburg
Huntingdon County	S. A. Hamilton, Huntingdon

* Resigned.

† Resigned to enter special work at headquarters.

‡ Appointed United States Marshal for Western Pennsylvania.

Indiana County	*W. A. Guthrie, Indiana
	J. E. Parnell, Indiana
Jefferson County	W. W. Winslow, Esq., Punxsutawney
Juniata County	*A. F. Beyer, Mifflintown
	J. Howard Neely, Esq., Mifflintown
Lackawanna County	Charles A. Belin, Scranton
Lancaster County	Marvin E. Bushong, Lancaster
Lawrence County	John A. McKee, New Castle
Lebanon County	P. N. Hershey, Lebanon
Lehigh County	George K. Mosser, Allentown
Luzerne County	William O. Washburn, Wilkes-Barre
Lycoming County	Brua C. Keefer, Williamsport
McKean County	T. F. Hungiville, Smethport
Mercer County	Stanley A. Gillespie, Greenville
Mifflin County	A. Walter Thompson, Lewistown
Monroe County	C. Howard Palmer, Stroudsburg
Montgomery County	*Hon. H. K. Boyer, Norristown
	C. Henry Stinson, Esq., Norristown
Montour County	H. D. Swank, Danville
Northampton County	*Albert Brodhead, Bethlehem
	C. K. Williams, Easton
Northumberland County	J. Simpson Kline, Esq., Sunbury
Perry County	Rev. William Dorwart, Newport
Philadelphia County	Jay Cooke, Philadelphia
Pike County	Hon. Alfred Marvin, Matamoras
Potter County	Dorr R. Cobb, Coudersport
Schuylkill County	Hugh Dolan, Pottsville
Snyder County	R. L. Schroyer, Selinsgrove
Somerset County	Ross R. Scott, Esq., Somerset
Sullivan County	B. T. Martin, Dushore
Susquehanna County	Hon. H. A. Denny, Montrose
Tioga County	F. H. Rockwell, Esq., Wellsboro
Union County	Guy F. Roush, Mifflinburg
Venango County	*J. G. Crawford, Franklin
	E. C. Beatty, Oil City
Warren County	W. D. Todd, Warren
Washington County	James L. Lockhart, Washington
Wayne County	Robert J. Murray, Honesdale
Westmoreland County	John Barclay, Greensburg
Wyoming County	*L. F. Camp, Tunkhannock
	Dexter W. Stark, Tunkhannock
York County	Grier Hersh, York

* Resigned.

THUMBNAIL SKETCHES

OF MEMBERS OF THE ADMINISTRATION.

BARCLAY, JOHN, Food Administrator for Westmoreland County. Born in Greensburg 1862, and has lived there all his life. Entered Princeton in the fall of 1879; succeeded his father in the banking business in 1881. Vice-President of the Barclay-Westmoreland Trust Company. Appointed Food Administrator for Westmoreland County January 10, 1918. Residence, Greensburg, Pa.

BEATTY, E. CALVIN, Federal Food Administrator for Venango County. Born in Courtney's Mills, March 10, 1860. Educated in public schools. Entered the Bradford Oil Field in 1884. Member of the Oil City Oil Exchange, which at the time fixed the prices of crude oil for the world. General Manager Oakwood Farm and Gardens. Resigned in 1907 to become Superintendent Tri-State Gas Company, operating large gas and oil interests in West Virginia, Pennsylvania and Ohio. Residence, Oil City, Pa.

BELIN, C. A., Administrator for Lackawanna County. Born in 1877, son of Henry Belin, Jr., and Marguerette E. Belin. Educated at Yale University and University of Pennsylvania Law School 1903. Was connected with the E. I. du Pont de Nemours & Company in the Purchasing Department from 1902 until 1912. Was their foreign representative in London, England and Valparaiso, Chile. Purchasing agent for the Aetna Powder Company from November, 1914, until June, 1915. Residence, Scranton, Pa.

BLAKSLEE, HARRY A., Administrator for Carbon County. Born in East Mauch Chunk, March 13, 1879. Educated St. John's School, Manlius, New York and Lehigh University Preparatory. For years in Engineering Department of Central Railroad of New Jersey and later with the Chicago and Northwestern Railroad Company doing construction work in Wisconsin. In 1907 returned to East Mauch Chunk and took up the business of investments and securities. Appointed Food Administrator January, 1918, and continued until the termination of the administration. Home, East Mauch Chunk.

BOYER, HENRY K., administrator for Montgomery County. Born at Evansburg February 9, 1850. Educated at Freeland Seminary. Member of the Philadelphia Bar since 1873. Speaker of the House of Repre-

sentatives, 1877–1899. Elected state treasurer 1899. Appointed administrator for Montgomery County late in 1917. Resigned on account of ill health caused by overwork.

BREDIN, E. M., appointed Food Administrator for Butler County on February 13, 1918. Served until the close of administration's work. Home, Butler, Pa.

BRODHEAD, R. P., Chief Deputy for Luzerne County, was born in East Mauch Chunk, Carbon County, Pa. Attended public schools and subsequently completed a business course at Wyoming Seminary, Kingston, Pa. Spent some time as bookkeeper in the lumber business; afterwards as salesman; entered railroad contracting work and for twenty years devoted his entire time to that work. For fifteen years was engaged in the wholesale meat and oil business in Wilkes-Barre and having closed that business at the opening of the war, gave his entire time, voluntarily, to Food Administration work. Residence, Kingston, Pa.

BROWN, REYNOLDS D., Associate Counsel. Born May 6, 1869, at Newcastle, Del. Educated at Germantown Academy and William Penn Charter School, graduating in 1886; Harvard College and the University of Pennsylvania Law School. Was elected a fellow of the latter, serving from 1894–1897, and in the latter year was elected Professor of Law and has served continuously since that time. Practiced law continuously from 1894 until the present. Spent six months in the Y. M. C. A. Service in the French Army and on his return appointed on the legal staff of the Food Administration. Residence, Philadelphia, Pa.

BUSHONG, MARVIN E., Administrator for Lancaster County. Born in Eden Township, near Quarryville, Lancaster County, on June 7, 1878. Has been identified with agricultural interests for years. Was appointed member of the Advisory Committee by Howard Heinz, Director Food Supply Department of the Public Safety Committee. Though a farmer and operating his own farm, has many outside interests in Lancaster County. Received his appointment as Food Administrator on January 2, 1918. Address, Lancaster, Pa.

CARPENTER, P. L., Food Administrator for Cambria County. Born and educated in Johnstown and spent his entire business career in that city. For seven years was employed in the Rolling Mills Department of the Cambria Steel Company. Subsequently entered the hotel business; as owner he operated the Capitol Hotel in that city for the past twenty-seven years. Never had a liquor license. For the first six months of his official career bore entire expense of the office out of his private funds. Residence, Johnstown, Pa.

CARTWRIGHT, R. A., Federal Food Administrator for Elk County. Born on a farm near Buffalo, N. Y., January 11, 1864, and in the fall of 1882 took up his residence in Elk County. He is at present engaged in the coal mining industry. Appointed Food Administrator for Elk County, February 2, 1918. Residence, Ridgeway, Pa.

COBB, DORR R., Food Administrator for Potter County. Born at Spring Mills, N. Y., and served for the duration of the Food Administration. Educated at Woodhull Academy, New York, and Lewisville Academy, Pennsylvania. Appointed Food Administrator December, 1917. Residence, Coudersport.

COOKE, JAY, Federal Food Administrator for Philadelphia and Member of the Executive Council. Born, Philadelphia, April 22, 1872, son of Jay Cooke, Jr., and Clara A. (Moorehead) Cooke. Educated Cheltenham Military Academy and University of Pennsylvania. Married Nina Louisa Benson, 1895. Became partner banking house of Charles D. Barney & Co., 1892; since retired to devote attention to his private interests. Appointed Federal Food Administrator for Philadelphia County December 10, 1917. Member Union League, Rittenhouse, Racquet and Automobile Club of Philadelphia; Huntingdon Valley Country Club, Sunnybrook Golf Club, and Metropolitan and Links Club of New York; Auto Club of America. Residence, Chestnut Hill, Philadelphia.

CRUTCHFIELD, JAMES S., Vice Food Administrator for Pennsylvania and member of the executive council. Born in Goshen, Ky., July 3, 1874. Educated in the public and high schools of Louisville. Went to Florida and engaged in the business of buying and packing fruits and vegetables. Removed to Pittsburgh in 1896 and established the firm of Crutchfield & Woolfolk, as commission merchants. Is president of that corporation. Is also president of the American Fruit Growers, the Fruit Auction Company, Pittsburgh Fruit and Produce Exchange, William Penn Trust Company; director of the Western National Bank; treasurer, Deerfield Groves Company. Is director of the Western Theological Seminary and member of the Duquesne Club of Pittsburgh and the Old Colony Club of New York. In June, 1917, was appointed Vice Director of the Food Supply Department of the Committee of Public Safety. On the formation of the Federal Food Administration became Vice Administrator for Pennsylvania. Residence, Sewickley, Pa.

DAVIES, CHARLES T., Federal Food Administrator for Berks County. Born in 1872. Received high school education and took a special course in chemistry; entered the office of chief chemist of the Reading Railroad and was subsequently advanced to that responsible position; later, became connected with the firm of A. Wilhelm Company, paint manu-

facturers, superintendent and chemist; secured half interest in the Reading Knitting Mills and subsequently purchased the plant of which he is now sole proprietor. Under his management it has enlarged its capacity three times. Residence, Reading, Pa.

DENNY, H. A., Administrator for Susquehanna County. Appointed December, 1917. Born in Equinunk, Wayne County, May 9, 1867. In his early boyhood his family came to reside at South Gibson, Susquehanna County. After leaving public school, continued his education at Factoryville Academy and Bucknell University. Read law with A. H. McCollum in Montrose, Pa. Appointed Common Pleas Judge by the Governor June, 1916.

DOLAN, HUGH, Federal Food Administrator for Schuylkill County. Born in Pottsville 1874. Educated in local schools and Mount St. Mary's, Emmitsburg, Md.; took course in Mining Engineering; engaged in business of specializing in mine development, shaft sinking and tunneling, which line he has followed to date. Home, Pottsville, Pa.

DORWART, REV. WILLIAM, Administrator for Perry County. Born Lancaster County, July 20, 1864. Educated in the public schools, Yeates School, Lancaster, St. Stephen's College, New York, and the General Theological Seminary of the Episcopal Church. Pastor of Trinity Church, Steelton, Pa.; afterwards assigned to the Church of the Nativity, Newport, Pa., and St. Stephen's Church, Thompsontown, Pa.; Archdeacon of Harrisburg. Appointed Food Administrator for Perry County, January 29, 1918. Residence, Newport, Pa.

DUNN, HOUSTON, Chief of the Division of County Inspectors for the State and Member of the Executive Council. Born August 3, 1876, Philadelphia. Educated at Episcopal Academy. Entered the insurance business and later became Specialist in Fire Prevention Architecture. Later took a course at Drexel Institute, Philadelphia, in Structural Engineering, after which he became Inspector for the Hand-in-Hand Insurance Company of Philadelphia; Inspector for Philadelphia Board of Fire Underwriters. Organized Fire Prevention Bureau, and eleven years ago opened offices as Houston Dunn, Inc. Identified in official capacity with trade insurance companies. Residence, Philadelphia.

FELT, LEON REX, Administrator for Cameron County. Born at Emporium, Cameron County, April 11, 1885. Educated at Stetson University, Deland, Fla., and Alfred University, Alfred, N. Y. Entered Dental Department of the University of Pennsylvania 1902, graduating in 1905. Since then has been engaged in the practice of his profession in Emporium. Residence, Emporium, Pa.

FRAZIER, J. MILLER, Chief of the Division of Hotels, Restaurants and Clubs. Born in Versailles, Ky., and educated in its schools. Went to New York in 1902 as cashier and assistant to the president

of the Fasig-Tipton Company. Became associated with George C. Boldt of the Waldorf-Astoria Hotel as credit manager and private secretary to Mr. Boldt. On the death of Lawrence McCormick came to Philadelphia as his successor as manager of the Bellevue-Stratford Hotel, which position he retained until last March, a period of nearly seven years. Was vice-president of the Philadelphia Hotel Association; president of the Pennsylvania State Hotel Association for over two years, and chairman of the American Hotel Exposition for two years. Was chairman of the hotel group during each Liberty Loan drive. At the head of hotels and restaurants in Pennsylvania under the Fuel Administration. In September, 1917, was appointed Chief of the Division of Hotels, Restaurants and Clubs for Pennsylvania in the Food Administration. Residence, Philadelphia, Pa.

GEORGE, W. D., Federal Food Administrator for Allegheny County. Born December 15, 1869, at Ginger Hill, Washington County. Educated in public schools of Allegheny City. Graduated from high school 1887. Attended Western University of Pennsylvania, now University of Pittsburgh, for a short time. Started work as messenger in the Mechanics National Bank in 1887; left in 1890 to take a position in wholesale grocery house of William K. Gillespie. In 1895 formed partnership of George Brothers with R. A. George, since deceased, in the real estate and insurance business. Director Peoples' National Bank and Vice-President and Director Peoples' Savings and Trust Company, Pittsburgh. Residence, Pittsburgh, Pa.

GRIFFITH, WILLIAM T., Administrator for Clinton County. Born at East Kane, McKean County, December 4, 1877. Attended Bethlehem Preparatory School and Lehigh University, taking a course in Mining Engineering. In 1904 entered the lumber business in which he continued for one year, after which he entered the mercantile field. In 1911 opened a five- and ten-cent store in Lock Haven, which he continues to operate. Was appointed Federal Food Administrator on January 14, 1918. Residence, Lock Haven.

HALLER, FREDERICK C., Chief of the Division of Bakeries and Member of the Executive Council. Born Pittsburgh, August 25, 1875. Educated in the public schools. Established a printing business, at the same time assisting his father in the baking business. Organized his sales routes for him and developed the business. Disposed of his printing interests, devoting his attention exclusively to baking and organized the Haller Baking Company, Inc., of which he was President and General Manager. Subsequently, merged into the General Baking Company, of which he is now President and General Manager, with a delivery system that covers Pittsburgh. Residence, Pittsburgh, Pa.

HAMILTON, SAMUEL ARMSTRONG, Food Administrator for Huntingdon County. Born in Lewistown. Graduated from high school and entered the service of the Pennsylvania Railroad July 17, 1879, as assistant yardmaster at Selinsgrove, Pa. At present is freight and transfer agent at Huntingdon. Residence, Huntingdon, Pa.

HEINZ, HOWARD, Federal Food Administrator for Pennsylvania. Born August 27, 1877, at Sharpsburg, Pa. Son of Henry John Heinz and Sarah Sloane Young Heinz. Educated in public schools of Pittsburgh, Shadyside Academy and Yale University. On graduating became actively interested in H. J. Heinz & Company, working his way through each department until he is now First Vice-President. Interested in welfare work for boys and is President, Sarah Heinz House, Settlement Institution for boys, Pittsburgh. In May, 1917, appointed Director Department of Food Supply Committee of Public Safety of Pennsylvania; July 11th appointed Federal Food Administrator for Pennsylvania. Member War Industries Board, Eastern Pennsylvania Section; Vice-President United States Grain Corporation; President Zone No. 3, including six states contiguous to Pennsylvania. Appointed Director American Relief Mission, January 1, 1919; since February, 1919, Director of the American Food Relief Administration for Southeastern Europe, with headquarters in Constantinople, Turkey. Residence, Pittsburgh, Pa.

HEMPSTEAD, ERNEST A., Food Administrator for Crawford County. Born in Dimock, Susquehanna County, December 15, 1851. Graduated from Central High School of Philadelphia 1869; moved to Meadville in 1870 and became editor of the *Crawford Journal* in 1873. In 1909 he retired from newspaper business. Postmaster of Meadville from 1897 to 1910. Vice-President of the First National Bank of Meadville. Appointed Food Administrator for Crawford County, January, 1918. Residence, Meadville, Pa.

HEPBURN, CHARLES J., Chief Counsel Federal Food Administration for Pennsylvania and Member of the Executive Council. Born New York City during temporary residence of his parents, September 11, 1872. Shortly after returned to Carlisle, Pa., where his father was leading member of the bar. Educated in private and public schools and at Dickinson College, class 1892. Studied law Columbia University —now George Washington University, Washington, D. C. Admitted to Cumberland County Bar 1894; Bar of Supreme Court of Pennsylvania 1897; Philadelphia Bar 1897; in continuous practice in Philadelphia ever since; now as Hepburn, Dechert & Norris. Appointed Chief Counsel for the Food Administration in Pennsylvania November, 1917, and served until administration was demobilized. Residence, Philadelphia.

HERSH, GRIER, Food Administrator for York County. Born in York January 29, 1863. Graduated from Pennsylvania Military Academy, Chester, Pa., 1880, and from Princeton, 1884. President of the York National Bank and President of the Maryland Trust Company, Baltimore, Md.; President of the York Glass Company; Director York Water Company, and President Pennsylvania Bankers' Association. Appointed Food Administrator December, 1917. Residence, York, Pa.

HERSHEY, P. N., Administrator for Lebanon County. Born and reared on a farm in that county. Educated in the public schools and at Millersville State Normal School. Subsequently took a course in Kansas State Agricultural College. Engaged in milk and dairy business, subsequently becoming a manufacturer of ice cream in Lebanon, in which business he remained until 1913, when he disposed of his interests to the Hershey Chocolate Company, which concern made him Manager of their milk interests in the Lebanon District, which position he holds at the present time. Residence, Lebanon, Pa.

HOSKINS, THOMAS L., Administrator for Chester County. Born August 2, 1882, in East Goshen Township, Chester County. Educated in the public schools of West Chester and graduated from high school 1902. Entered Lafayette College in 1902, graduating in 1906. Studied law in the offices of Judge R. S. Gawthrop and admitted to the bar Chester County, January 17, 1910. Residence, West Chester.

HOWARD, FREDERICK A., Food Administrator for Delaware County. Born in Maryland; moved to Chester in the late 60's. Educated in the public schools and Philadelphia Business College. Entered business with his father and brothers as commission merchants in Chester. Retired 1902. Appointed Commissioner to take soldier vote at Camp Hancock, Ga., in 1917, and to Camp Wadsworth, S. C., in 1918. Chairman of Food Supply Committee for Delaware County 1917. Residence, Chester, Pa.

HUNGIVILLE, T. F., Administrator for McKean County. Born in Keating Township, McKean County, January 11, 1863. Educated in the public schools and at Smethport Academy. Elected County Commissioner, serving from 1894 to 1903. Since then engaged as contractor principally in building bridges. Member Council of National Defense and Committee of Public Safety of McKean County. Residence, Smethport, Pa.

JACKSON, JOHN ROSSELL, Food Administrator for Fulton County. Born May 8, 1881, at Akersville, Fulton County. His mother's name was Martha Hanks and belonged to the same family as Lincoln's mother. Raised on a farm and when seventeen years of age went West. In 1901 graduated from business college at Emporia, Kansas.

Later attended Dickinson College and graduated in 1911, Law Department. Member of the bar of Fulton County. Residence, McConnellsburg, Pa.

KING, DR. CLYDE LYNDON, Milk Commissioner for Pennsylvania. Born Burlington, Kansas, May 1, 1879. Educated in Kansas State Normal School, Emporia, and University of Michigan, 1907; 1908 Harrison Fellow, University of Pennsylvania; Acting Professor of Economics and Sociology, University of Colorado, 1908–10; Instructor in Political Science, University of Pennsylvania, 1911–14, and Assistant Professor since 1914. Milk Commissioner for Pennsylvania; Milk Commissioner by appointment of Herbert Hoover for Eastern States. Member of various committees of National Food Administration, Washington; Chairman Tri-State Milk Commission for Pennsylvania, New Jersey and Delaware 1916–18; Author, "History of the Government of Denver," "Regulation of Municipal Utilities," "Trolley Freight and Philadelphia Markets," "Lower Living Costs in Cities." Residence, Media, Pa.

KLEIN, CONRAD, Administrator for Erie County. Born New York City and educated in public schools. Purchasing agent for Barnum and Bailey circus when twenty years of age. Toured Germany as advance representative in 1898; later became manager Continental Hotel, Newark, N. J., and in 1905 became owner of the Reed House in Erie, Pa.; January 1, 1915, opened Berkshire Hotel in Reading, Pa. Appointed Food Administrator, January 8, 1918. Residence, Erie, Pa.

KLINE, J. SIMPSON, Administrator for Northumberland County. Born in Upper Augusta Township, Northumberland County, on a farm. As his early years were spent on a farm he is still interested in farms and the production of food. Attended Lafayette College and afterward read law and was admitted to the bar. Has practiced in Sunbury since 1892. Is a director of the First National Bank of Sunbury; President of the Northumberland County Railway Company; director of the Gas Company of Northumberland and is connected with a number of other industries. Appointed Food Administrator for Northumberland County January, 1918. Residence, Sunbury, Pa.

LEA, MRS. CHARLOTTE AUGUSTA, Chief of Women's Division Federal Food Administration for Pennsylvania. Daughter of Dr. Henry St. George Hopkins, Winchester, Va., and Catherine Christina Brown of Philadelphia. Married 1895, Charles Matthew Lea of Philadelphia. Educated in France and Germany and under care of private tutors. At outbreak of war engaged in Woman's Work in the Food Administration January, 1918; subsequently, appointed Chief of Woman's Division, which position she retained to the close of the war. Residence, Philadelphia.

LINVILLE, W. B., Administrator for Columbia County. Born October 3, 1868, in Reading. Later his parents moved to Northumberland. Educated in the public schools, and Chaffee Institute, Oswego, N. Y. Held positions with Seaboard Air Line Railroad Company, Western Railroad Company, and Georgia Railroad Company; also with United Gas Improvement Company of Philadelphia. In 1906 was appointed court stenographer of the Twenty-sixth Judicial District of Pennsylvania and was reappointed to same position, January, 1918. Home, Bloomsburg, Pa.

LOCKHART, JAMES L., Federal Food Administrator for Washington County. Born Washington, Pa., 1863. Educated in the public schools of that place and Washington and Jefferson College. Leaving college in 1880, entered the retail mercantile business in which he remained until 1906. Since then been engaged in the manufacturing business, being connected in official capacity with several of the industries of that city. Was appointed Food Administrator for Washington County January, 1918. Home, Washington, Pa.

MARKLEY, E. H., Administrator for Adams County. Engaged in mercantile business for several years while a young man. Then entered Dental Department of the University of Maryland, graduating in 1895. Practiced dentistry ever since. Identified with various enterprises in his native county; helped to organize Merchants' Bank of New Oxford, of which he is still a director. Appointed Food Administrator for Adams County, January 8, 1918.

MARVIN, ALFRED, Administrator for Pike County. Born April 11, 1873, at Port Jarvis, N. Y. In 1883 moved to Pike County, Pa. Graduated from New York University Law School 1896 and admitted to the New York State Bar in First Department Supreme Court in the same year. Elected to Pennsylvania House of Representatives 1906 and re-elected in 1908. Engaged since 1896 in active practice of law at Port Jarvis, New York. Residence, Matamoras, Pa.

MCCAIN, GEORGE NOX, Director of the Division of Press News for Pennsylvania and member of Executive Council. Born Pittsburgh, 1856. Educated, in public schools and Western Pennsylvania Classical and Scientific Institute. Connected with Pittsburgh newspapers from 1879 to 1889 as city editor and New York and Washington Correspondent; for seventeen years on Editorial Staff of Philadelphia *Press*. Lieutenant-Colonel and A. D. C. for four years on Staff of Governor D. H Hastings. 1903–05 Editor and Publisher Colorado Springs *Daily Gazette*. Traveled in Europe, Asia, Africa and South America 1906–14. Author, "Through the Great Campaign," "The Crimson Dice," etc.

MENTZER, H. H., Administrator for Cumberland County. Educated in the public schools, after which he took a course in Com-

mercial Training in Philadelphia. Graduated from the Philadelphia College of Pharmacy, class of 1893. Manager of City Hall Pharmacy, Philadelphia, and later elected Dean of the Department of Pharmacy of the Medico-Chirurgical College, Philadelphia. In 1908, because of broken health, removed to his native town Carlisle, Pa. Residence, Carlisle.

MOSSER, GEORGE K., Administrator for Lehigh County. Born in Allentown, Pa., December 7, 1862. Educated in the public schools, the preparatory school attached to Muhlenberg College and at Muhlenberg College, Allentown. After leaving college, assisted his father in the tanning business at Allentown. In 1890, the J. K. Mosser Company established a tannery at Noxen, Wyoming County, and he was placed in charge until 1914, when the Mossers disposed of their interests. Purchased a farm at Trexlertown, near Allentown, to which he moved with his family in 1915. Is a director of the Lehigh Portland Cement Company and Lehigh Valley Trust Company; also interested in the Lehigh Brick Works, Allentown.

MURRAY, ROBERT J., Administrator for Wayne County. Born Brook Farm, Cherry Ridge, May 21, 1880. Educated in public schools of Honesdale, Pa. Went into business with his father and brothers as hardware merchants, and is now Manager of the Murray Company, largest concern in Northeastern Pennsylvania. Been identified with other war-time activities. Appointed Food Administrator for Wayne County February 1, 1918. Residence, Honesdale, Pa.

NAUMAN, JOHN A., Associate Counsel. Born October 4, 1876, in Lancaster. Educated in public schools of Lancaster City. Entered Franklin and Marshall College in 1892; graduated 1896, with a degree of A.B.; given a degree of A.M. by same college in 1899. Studied law in the office of his father, George Nauman, and was admitted to practice in September, 1899. Practiced in Lancaster ever since. Married in April, 1906, to Elisabeth Hensel, daughter of W. U. Hensel. Member Phi Kappa Psi Fraternity; also Phi Beta Kappa. Residence, Lancaster.

NEELY, J. HOWARD, Food Administrator for Juniata County. Born September 7, 1858, in Tuscarora Township, Juniata County. Educated in the public schools, Millersville State Normal School, and Princeton University from which he graduated in 1884. Studied law and was admitted to the bar in 1886. He has two sons, Lieutenant J. Howard Neely, a graduate of Princeton, now an aerial observer in France, and Lieutenant William H. Neely, air pilot in France, who fought through the Argonne Campaign. Residence, Mifflintown, Pa.

PALMER, C. HOWARD, Administrator for Monroe County. Born in Stroudsburg 1856. Educated in the public schools. His first work was in a lumber camp in charge of commissary and time departments. Opened a general merchandise store in connection with the grocery

business and continued this for twelve years. Resides on a farm but operates a summer hotel at the present time. Devoted practically all of his time to the Food Administration work, operating his hotel through a manager. Residence, Stroudsburg, Pa.

PHILLIPS, M. T., Farmer's Representative and Member of the Executive Council. Born March 5, 1867, Chester County. Spent early life on a farm, later was employed for eleven years as clerk in Philadelphia. About twenty years ago purchased the farm on which he has since resided at Pomeroy. Specializes in breeding of Guernsey cattle; also operates machine shop. Member of the Agricultural Commission. President of the Farmer's Bank of Parkesburg. Residence, Pomeroy, Pa.

REYNOLDS, W. FRED, Food Administrator for Center County. Born Lancaster, Pa., and moved to Bellefonte at an early age. At one time was the largest individual holder of farm lands in that county. Specialized in the rearing of pedigreed, draft and saddle horses. Vice-President First National Bank of Bellefonte, Pennsylvania Match Company. President Red Cross Chapter and Chairman of Council of National Defense and Committee of Public Safety of Pennsylvania in Center County. Had two sons in the World War. Been identified with all war-time activities. Lieutenant-Colonel on Staff of Governor Daniel H. Hastings. Brigade Ordnance Officer, State Reserve Militia. Appointed Federal Food Administrator for Center County January, 1918. Residence, Bellefonte.

ROCKWELL, FRANK H., Administrator for Tioga County. Born at Cherry Flats, Tioga County, March 3, 1865. Educated in the public schools and Wellsboro High School. Studied law in the office of Elliot & Watrous, Wellsboro, Pa., and admitted to the bar in 1891. Elected District Attorney of Tioga County 1901. Elected to the House of Representatives in 1908 and 1910 and re-elected in November, 1912. Home, Wellsboro, Pa.

ROUSH, GUY F., Federal Food Administrator for Union County; Chairman Union County Food Supply Committee. Born in Rebersburg, Center County, October 1, 1874. Traveling salesman for eighteen years. Served in the Spanish-American War in 1898 as a private in Company D, 8th Pennsylvania Volunteers. Was appointed Food Administrator January 17, 1918. Home, Mifflinburg, Pa.

SCHOTTE, CARL BENJ., born in Kittanning, Pa., November 14, 1868. Educated in the public schools. Entered hardware firm of E. R. McConnell; the following year he formed a partnership with George S. Rohrer in the drug business and at the present time is President and Treasurer of this firm. Secretary and General Manager Kittanning Telephone Company. Appointed Food Administrator for Armstrong County July 3, 1918.

SCHROYER, RICHARD L., Federal Food Administrator for Snyder County. Born in Selinsgrove December 8, 1868. Educated in public schools and Susquehanna University. Graduated from Bucknell University 1890. Principal of the public schools at Middleburg, Snyder County. Now engaged in general insurance business. Director and Secretary Board of Directors of Susquehanna University. In 1916 he was elected Mayor of Selinsgrove. Appointed Administrator for Snyder County, January, 1918.

SEWELL, ROBERT, Chief of the Division of Investigation, Philadelphia. Born 1871 in Camden, N. J., son of late United States Senator W. J. Sewell. Educated in public and private schools; graduated from Cheltenham Academy. Became scalemaster Pennsylvania Railroad and assistant to the cashier at West Philadelphia Freight Station. Entered United States Army by civil appointment as Second Lieutenant of cavalry June 17, 1892; First Lieutenant 1898; Captain and Assistant Quartermaster 1900. Resigned from the Army in 1908. Director Jenkintown National Bank; Member Board of Trustees and Treasurer of Abington Memorial Hospital. Residence, Rydal, Pa.

SHALLCROSS, THOMAS, JR., Director of Food Conservation. Born in Philadelphia, 1875. Educated Public Schools and Friends' Central School. Vice-President Wm. H. W. Quick & Bro., Inc., and connected with the firm since 1900. Memger Union League and Manufacturers' Club; President Kiwanis Club; Vice-President Philadelphia Real Estate Board; former President National Association Real Estate Board; Director Fidelity Mutual Life Insurance Co., and Philadelphia Chamber of Commerce. Following resignation from Food Administration was appointed U. S. official negotiator in buying lands in various sections of the country; on war board for National Association of Real Estate Board; Chairman of Appraisal Committee for Philadelphia for Alien property custodian. Residence, Philadelphia.

SHORT, JOHN F. Born Clearfield, Clearfield County. Entered the newspaper business and held positions in Pittsburgh, Harrisburg and Philadelphia. Editor and publisher Clearfield *Republican*. Appointed administrator for Clearfield County in 1917. Resigned in the fall of 1918 to accept the Presidential appointment of United States Marshall for the Western District of Pennsylvania.

STARK, DEXTER W., Federal Food Administrator for Wyoming County. Born Springville Township, Susquehanna County, October 6, 1849. Educated in the public schools. In 1879 began as traveling salesman and later became a manufacturer of yarns. At present is President and General Manager of the Winola Worsted Yarn Mills, Tunkhannock, Pa. Appointed Food Administrator for Wyoming County in March, 1918.

STEWART, RALPH CHAMBERS, Associate Counsel. Born June 15, 1878, in Philadelphia. Attended public schools and William Penn Charter School. Graduated from University of Pennsylvania, degree A.B., in 1899. Graduated from Law Department, University of Pennsylvania, degree LL.B., in 1902. Member of Sigma Alpha Epsilon Fraternity. Has practiced law in Philadelphia since 1902. At the time of becoming associate counsel for United States Food Administration in Pennsylvania, in September, 1918, was also Government Field Agent for Local Draft Board No. 22, Philadelphia. Director of the Federal Trust Company and Delaware Insurance Company. Member of the Union League, Art Club, University Club, City Club, all of Philadelphia; Merion Cricket Club, Germantown Cricket Club, Atlantic Yacht Club and Lotos Club of New York; Automobile Club of America; director and member of the Executive Committee of the American Kennel Club of New York. Member of the Franklin Institute. Also member of the Quaker City Motor Club, Seaview Golf Club, Country Club of Lansdowne and Racquet Club of Philadelphia. Residence, Philadelphia.

STINSON, C. HENRY, Administrator for Montgomery County. Born March, 1863, in Norristown. Educated in the public schools and graduated from Lehigh University in 1883. Read law with his father and was admitted to bar June, 1886, and has practiced continuously ever since. Has been referee in bankruptcy since 1898; counsel of Pennsylvania Railroad Company and President of the First National Bank of Norristown. Was Superintendent of Volunteer Home Defense Police of Montgomery County and Chairman of the Executive Committee of the Norristown Branch of the Red Cross. Residence, Norristown, Pa.

STOCKWELL, HERBERT GRANT, Chief of the Division of Audits and Accounts and Member of the Executive Council. Born Northampton, Mass., September 1, 1866. Educated in the public and high schools. Studied law in Philadelphia and was National Bank Examiner 1894-99. Admitted to the Bar of Philadelphia, also Bar of the United States Courts, and the Supreme Court of Pennsylvania. Subsequently, became interested in public accounting; President Pennsylvania Institute of Certified Public Accountants; Member of the Council of the American Institute of Accountants; now head of Stockwell, Wilson & Linvill. Author, "Essential Elements of Business Character," "Net Worth and the Balance Sheet." Lecturer on Higher Accounting University of Pennsylvania, 1903–06. Home, Merion, Pa.

SWANK, H. D., Food Administrator for Montour County. Born Danville, Pa., January 18, 1886. Educated in the public schools and graduated from Peirce's School, Philadelphia, in June, 1904. Has followed office work to date and has filled all the different inside posi-

tions with the American Swedo-Iron Company. Appointed Food Administrator for Montour County, January 23, 1918, at the suggestion of the Chairman of the Montour County Branch of the Pennsylvania Council of National Defense. Residence, Danville, Pa.

THOMPSON, A. WALTER, Administrator for Mifflin County. Born in Milroy, Mifflin County, in 1870, of a long line of Scotch ancestry. Educated in public schools and Lewistown Academy and the West Jersey Academy at Bridgeton, N. J. His entire life since leaving school has been spent in the manufacturing of hosiery, with mills at Lewistown and Milroy, Pa. Been identified with nearly all war-time activities. Was appointed Food Administrator on the recommendation of the Council of National Defense and Committee of Public Safety, December, 1917. Residence, Lewistown, Pa.

TODD, W. D., Food Administrator for Warren County. Born in Corning, N. Y., 1854, and came to Warren, Pa., in 1886. Organized the Cornplanter Refinery and was its General Manager. Organized the Ax and Tool Company of Warren, and was its President for twelve years. Has been, and is still, actively engaged in the production and refining of oil in Pennsylvania and Oklahoma. Appointed Food Administrator February, 1918. Address, Warren, Pa.

VAN ARTSDALEN, ISAAC J., Food Administrator of Bucks County. Born at Woodbourne, Bucks County, June 12, 1880. Read law with the firm of Ross & Long, of Doylestown. In 1914 formed a partnership with Calvin S. Boyer, District Attorney of Bucks County. Was one of the directors of the Bucks County Bar Association. Appointed Food Administrator for Bucks County July 1, 1918. Residence, Doylestown, Pa.

WASHBURN, WILLIAM O., Administrator of Luzerne County. Born April 13, 1869, at Brookdale, Susquehanna County. Educated in the public schools and was a student for three years at Wyoming Seminary, Kingston, Pa. On leaving the seminary he entered the service of the Metropolitan Life Insurance Company, New York, in November, 1889, and has been continuously connected with that company since. Was its representative in Philadelphia, also in the Middle West, including Illinois and Indiana. For three years was agent with powers of attorney for the Province of Ontario with headquarters in Toronto, Canada. Residence, Wilkes-Barre, Pa.

WHEELOCK, LEWIS W., State Merchants' Representative, headquarters, Philadelphia. Member of the Staff of the Philadelphia *Press* and the Philadelphia *Inquirer;* subsequently with N.W. Ayer & Sons, Advertising Agents. Left to establish an agency of his own; now Advertising Manager of Stephen F. Whitman and Sons. Residence, Philadelphia.

WILSON, WALTER W., Food Administrator for Clarion County.

Born November 14, 1874, at Helen Furnace. Educated in Clarion State Normal School, Kiskimetas Springs School, Saltsburg, Pa., and Princeton University, graduating in 1897. Entered University of Pennsylvania Law School, graduating in 1901; practices in the County Courts and the Supreme Court of Pennsylvania. President Clarion Water Company and Vice-President Upper Sandusky Water Company. Home, Clarion, Pa.

WILLIAMS, C. K., Food Administrator for Northampton County. Born in Montgomery County, near Fort Washington, 1862. Educated in private schools and Ambler Academy. Shortly after leaving school entered business with his father in the manufacture of dry colors, fillers, chemicals for paper manufacturers, etc., at Easton, Pa. Engaged in it since 1884. Original output one and a half tons per day, present output one hundred and fifty tons per day. Operate mines, quarries, manufacturing plants, etc., in various parts of the United States. Appointed Food Administrator for Northampton County June, 1918. Residence, Easton, Pa.

WINSLOW, WILLIAM WARREN, Administrator for Jefferson County. Born May 7, 1862, at Punxsutawney. Educated at Shortlidge Academy, Media, and graduated from Harvard in 1885. Subsequently, spent a year in Harvard Law School and has conducted a law practice ever since. Vice-President of the Punxsutawney National Bank. Residence, Punxsutawney, Pa.

WISECARVER, T. J., Administrator for Greene County. Born in Franklin Township, Greene County, on the 11th of May, 1856; is a member of one of the pioneer families of Southwestern Pennsylvania, his grandfather having settled there about the year 1800, coming from Virginia. Mr. Wisecarver is a prominent real estate man, holding property all over the southwestern corner of the state. Is director of one of the largest banks in the county and trustee of Waynesburg College. Appointed Food Administrator for Greene County in January, 1918, and devoted his time exclusively to the work of the administration to the close of the war. Residence, Waynesburg, Pa.

WRIGHT, MONTGOMERY H., Director Division of Education and Member of the Executive Council. Born Philadelphia, 1880. Educated in the public schools. On the Philadelphia *North American* 1898–1901. In charge of North American Relief to Galveston September, 1900; with N. W. Ayer & Son, Philadelphia, 1901–11; since 1911 with John B. Stetson & Company as Advertising Director and in charge of welfare activities. Director Philadelphia Chamber of Commerce; Member of Executive Committee National Association of Corporation Schools; National Advertising Managers. Appointed Director of Public Information Federal Food Administration, January 19, 1918. Residence, Philadelphia.

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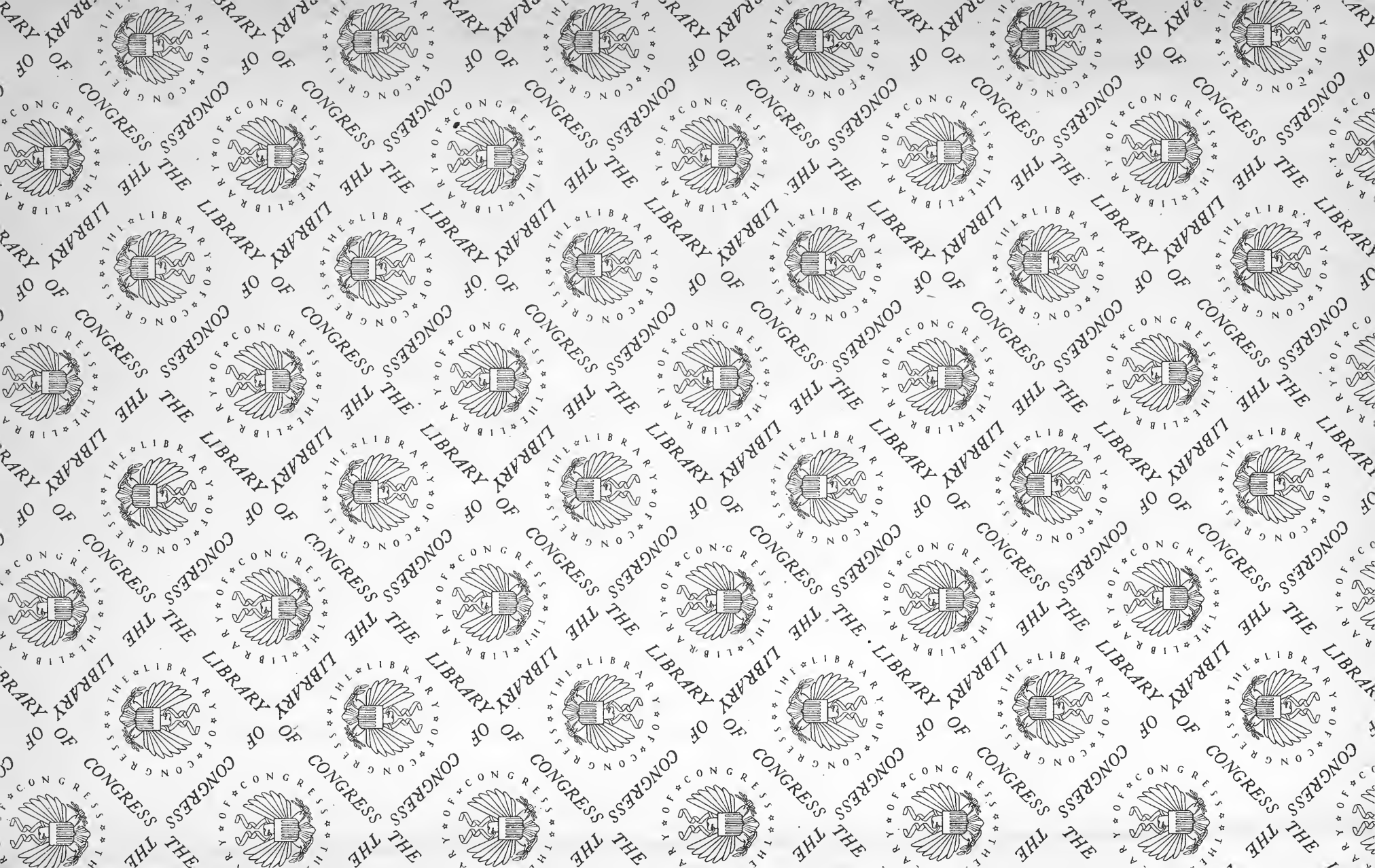
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